600 NE Grand Ave.
Portland, OR 97232-2736

Metro | *Agenda*

Meeting: Metro Policy Advisory Committee (MPAC)
Date: Wednesday, April 13, 2011
Time: 5 to 7 p.m.
Place: Council Chambers

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5 PM	**1.**		**CALL TO ORDER**	**Charlotte Lehan, Chair**
5:02 PM	**2.**		**SELF INTRODUCTIONS & COMMUNICATIONS**	**Charlotte Lehan, Chair**
5:05 PM	**3.**		**CITIZEN COMMUNICATIONS ON NON-AGENDA ITEMS**	
5:10 PM	**4.**	*	**Consideration of the MPAC Minutes for March 9, 2011**	
5:12 PM	**5.**		**COUNCIL UPDATE** • Urban and Rural Reserves and Urban Growth Boundary Timeline	**Carl Hosticka**
	6.		**INFORMATION / DISCUSSION ITEMS**	
5:30 PM			2010 Compliance Report – INFORMATION Outcomes: • Review the report and discuss the compliance process and timeline	**Sherry Oeser**
6 PM	6.1	*	Climate Leadership Summit and Public Perspectives on Climate Strategies – DISCUSSION Outcomes: • Learn about public perspectives on strategies that will help the region meet state carbon emissions reduction targets. • Discuss implications of the recent opinion research for climate communications and the region's scenario planning effort.	**Dylan Rivera** **Adam Davis, DHM, Inc.** **Kim Ellis**
6:30 PM	6.2	*	Setting carbon emissions reduction targets for light vehicles in the Portland region – DISCUSSION Outcome: • Comment on the draft rule and targets for the Portland region.	**Richard Whitman, Governor's Interim Natural Resources Policy Advisor**
6:55 PM	**7.**		**MPAC MEMBER COMMUNICATION**	
7 PM	**8.**		**ADJOURN**	**Charlotte Lehan, Chair**

* Material included in the packet.
\# Material will be provided at the meeting.

For agenda and schedule information, call Kelsey Newell at 503-797-1916, e-mail: kelsey.newell@oregonmetro.gov.
To check on closure or cancellations during inclement weather please call 503-797-1700.

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2011 MPAC Tentative Agendas

Tentative as of April 5, 2011

Joint MPAC/JPACT Meeting April 1 (8 am – 12 noon, Oregon Convention Center) • Climate Leadership Summit (information on opinion research results and local case studies; provide input on the combinations of land use and transportation strategies to be tested during the summer)	
MPAC Meeting April 13 • Reserves/UGB Schedule • 2010 Compliance Report • Climate Smart Communities: April 1 summit • Greenhouse Gas emissions reduction targets for the Portland region (Rob Zako) •	**MPAC Meeting** April 27 (cancelled)

MPAC Meeting
May 11
• *MPAC bylaws (action/recommendation to council)*
• Climate Smart Communities: scenarios evaluation approach and strategies to test (discussion)
• Greater Portland/Vancouver Indicators project (Hoglund)
	MPAC Meeting
	May 25
	• *MTAC Appointments*
	• Climate Smart Communities – scenarios evaluation approach and strategies to test (recommendation to council)
	• *Implementation Guidance (discussion)*
	  • *High Capacity Transit System Expansion Policy Guidance*
	  • *Transportation and land use implementation*
	  • *State of the Centers II Report*

MPAC Meeting June 8 • High Capacity Transit System Expansion Policy Guidance (recommendation to council)	**MPAC Meeting** June 22
MPAC Meeting July 13 • Legislative recap	**MPAC Meeting** July 27 • *Intertwine System Development*

MPAC Meeting August 10	**MPAC Meeting** August 24 (cancelled)
MPAC Meeting September 14	**MPAC Meeting** September 28 **League of Oregon Cities Annual Conference** **September 29-October 1** **Bend**
October *Possible joint MPAC/JPACT meeting on Climate Smart Communities Scenarios: results and preliminary recommendations*	
MPAC Meeting October 12 • *Outcomes-based Urban Growth Management/Urban Growth Boundary (discussion)*	**MPAC Meeting** October 26 • *Outcomes-based Urban Growth Management/Urban Growth Boundary (recommendation to Council)*
MPAC Meeting November 9 • *Climate Smart Communities Scenarios Findings and Recommendations to 2012 Legislature (discussion)*	**MPAC Meeting** (Note possible date change: November 16) • *Climate Smart Communities Scenarios Findings and Recommendations to 2012 Legislature (Recommendation) (or Dec 14)* **Associated Oregon Counties Annual Conference** **November 15-17, Location to be determined**
MPAC Meeting December 14 • *Climate Smart Communities Scenarios Findings and Recommendations to 2012 Legislature (Recommendation) (or Nov 16)*	

Projects to be scheduled:

- Southwest Corridor Plan
- East Metro Connections Plan
- Community Investment Initiative
- Intertwine System Development
- Industrial and employment areas for development-ready land for job creation
- Affordable housing/housing equity
- Downtowns, main streets, station communities development implementation
- Solid Waste Road Map

Parking lot:

* Planning areas adjacent to UGB
  (e.g., hamlet in undesignated areas)
* Invasive species management

Note: Items listed in *italic* are tentative agenda items.

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METRO POLICY ADVISORY COMMITTEE
March 9, 2011
Metro Regional Center, Council Chambers

MEMBERS PRESENT	AFFILIATION
Matt Berkow	Multnomah County Citizen
Jody Carson	City of West Linn, representing Clackamas Co. Other Cities
Pat Campbell	City of Vancouver
Shirley Craddick	Metro Council
Nathalie Darcy	Washington County Citizen
Michael Demagalski	City of North Plains, representing Washington Co. outside UGB
Andy Duyck	Washington County Commission
Carl Hosticka	Metro Council
Charlotte Lehan, Chair	Clackamas County Commission
Annette Mattson	David Douglas School Board, representing Governing Body of School Districts
Marilyn McWilliams	Washington County Special Districts
Doug Neeley	City of Oregon City, representing Clackamas Co. 2nd Largest City
Wilda Parks	Clackamas County Citizen
Jerry Willey, Vice Chair	City of Hillsboro, representing Washington County Largest City
William Wild	Clackamas County Special Districts

MEMBERS EXCUSED	AFFILIATION
Sam Adams	City of Portland
Ken Allen	Port of Portland
Shane Bemis	City of Gresham, representing Multnomah Co. 2nd Largest City
Steve Clark	TriMet Board of Directors
Denny Doyle	City of Beaverton, representing Washington Co. 2nd Largest City
Amanda Fritz	City of Portland
Kathryn Harrington	Metro Council
Jack Hoffman	City of Lake Oswego, representing Clackamas Co. Largest City
Steve Stuart	Clark County, Washington Commission
Loretta Smith, Second Vice Chair	Multnomah County Commission
Richard Whitman	Oregon Department of Land Conservation & Development

ALTERNATES PRESENT	AFFILIATION
Jennifer Donnelly	Oregon Department of Land Conservation & Development
Stanley Dirks	Wood Village, representing Multnomah County Other Cities
Donna Jordan	City of Lake Oswego, representing Clackamas Co. Largest City
Marc San Soucie	City of Beaverton, representing Washington Co. 2nd Largest City

STAFF: Aaron Brown, Councilor Rex Burkholder, Kim Ellis, Mike Hoglund, Alison Kean Campbell, Robin McArthur, Kelsey Newell, Ken Ray, John Williams

1. CALL TO ORDER AND DECLARATION OF A QUORUM

Chair Charlotte Lehan declared a quorum and called the meeting to order at 5:01 p.m.

2. SELF INTRODUCTIONS AND COMMUNICATIONS

Audience and committee members introduced themselves.

3. CITIZEN COMMUNICATIONS ON NON-AGENDA ITEMS

There were none.

4. CONSIDERATION OF THE MPAC MINUTES FOR FEBRUARY 23, 2011

AMENDMENT: Ms. Annette Matteson requested that the attendance record of the minutes be amended to include that she was present for the February 23 meeting.

MOTION: Ms. Marilyn McWilliams moved, Mayor Jerry Willey seconded, to approve the February 23, 2011 MPAC minutes as amended.

ACTION TAKEN: With all in favor, the motion passed.

5. COUNCIL UPDATE

Councilor Shirley Craddick updated the committee on the following Metro items:

- Mr. Dan Cooper has been selected to serve as the interim chief operating officer and Ms. Alison Kean Campbell has been selected to serve as Acting Metro Attorney. Council President Tom Hughes has tasked three councilors, led by Councilor Carl Hosticka, to consider how best to select a new chief operating officer and highlight the particular skill set necessary for the job.
- The Oregon Zoo is hosting two public open houses to share progress on the zoo's 20-year master plan on March 29 and April 2. Flier has been included as part of the meeting record.
- On April 1, Metro will be hosting their Climate Smart Communities event at the Oregon Convention Center. The Seven Rules for Sustainable Communities event will be held on Tuesday, March 29 in the Council Chamber at the Metro Regional Center. Councilor Craddick encouraged MPAC members to attend both events.
- Metro 101 will be held on Wednesday, March 30 at the Happy Valley city hall. Metro staff distributed a pamphlet with information on the event, which is including in the packet.
- Councilor Craddick reminded MPAC members to join Opt In, Metro's new research panel, and gave a brief summary of the Opt In demographics.

6. INFORMATION/ DISCUSSION ITEMS

6.1 Building Climate Resiliency: Putting Protection and Preparedness in Place to Address Impacts Our Region Can Expect from a Changing Climate

Mr. Steve Adams of the Climate Leadership Initiative (CLI) gave a presentation on the work of his nonprofit organization toward understanding how the Lower Willamette Valley region can better prepare for the impacts of climate change to the region. Their study, conducted over 18 months, detailed how various global greenhouse gas emission abatement scenarios will change the expected rainfall, temperature, stream flow, snowpack, and various other climate attributes in the lower Willamette Valley. Their climate modeling suggested that a "business as usual" scenario in which global greenhouse gases are not dramatically reduced would lead to a need for substantial changes in the region's economy, agricultural practices and infrastructure to cope with an altered climate.

The CLI held six workshops with over two hundred experts to help write forty policy recommendations to mitigate for regional resilience. Mr. Adams stated that this rigorous study is believed to be the best local regional climate change adaptation strategy undertaken in the country.

Committee discussion following the presentation included:

- The potential for many of the policy recommendations listed in the Climate Resiliency report to also help meet goals related to carbon emission reduction and other livability issues. The committee discussed how policies for improved regional climate resilience coincide with efforts to improve policy on local food production, impervious surfaces,
- The degree of uncertainty that exists as to the predictions of significant climate change. Some members of the committee expressed uncertainty and discomfort of the veracity of CLI's bold predictions and wanted more details about the variables that could influence the severity of climate change. The committee asked clarifying questions about the difficult-to-predict variables such as future changes in technology, demographics, and the economy, while also discussing variables not included in the modeling, such as migration to the region, that might significantly impact the results.
- The importance of political coordination in establishing the policy recommendations, and encouraging government agencies to coordinate their efforts to work in step (watershed management, special water districts and impervious surfaces were discussed).

6.2 Creating a Climate Smart Communities Strategy through Scenarios

Ms. Kim Ellis and Mr. Mike Hoglund of Metro provided an overview of the draft of the Climate Smart Communities Scenarios Project. The project aims to determine what role land use and transportation planning need to play to help the region meet the state greenhouse gas emission reduction targets. By estimating the amount of carbon emission abatement achieved in a variety of scenarios (based upon different combinations of strategy), Metro can consider which approach is appropriate for reaching the regional desired outcomes. Ms. Ellis presented the draft Scenario Approach and Framework and solicited feedback from the committee.

Mr. Hoglund provided a presentation on the preliminary results of the statewide scenario planning with regards to reducing light duty vehicle greenhouse gas emissions and how these scenarios compared to Metro's upcoming forecasts. The presentation detailed how a variety of carbon reduction targets can be achieved using a variety of tools, ranging from new automotive technology, effective use of regional planning and implementation of traffic demand management. While Mr. Hoglund acknowledged that some of these categories are difficult for Metro or the state of Oregon to manipulate via legislation, he emphasized that the potential state targets for carbon abatement are feasible with implementation of a series aggressive policies. The continuing work of Metro will help determine which of the specific policies are the most cost-effective and how aggressively to pursue various policy goals.

7. MPAC MEMBER COMMUNICATIONS

The March 23, 2011 MPAC meeting has been canceled. The next MPAC meeting is scheduled for April 13, 2011.

8. ADJOURN

Respectfully submitted,

Recording Secretary

ATTACHMENTS TO THE PUBLIC RECORD FOR 03/09/11**:**

The following have been included as part of the official public record:

ITEM	DOCUMENT TYPE	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT NO.
3.0	Handout	03/09/11	Sustainable Placemaking: Creating Enduring and Resilient Cities	030911m-01
5.0	Handout	03/09/11	Oregon Zoo Master Plan Public Open House Pamphlet	030911m-02
5.0	Handout	03/09/11	Metro 101 session	030911m-03
5.0	Handout		Climate Leadership Summit	030911m-04
5.0	Handout		Seven Rules for Sustainable Communities	030911m-05
6.1	Handout	03/02/11	To: JPACT, MPAC, interested parties From: Kim Ellis Re: TPAC and MTAC comments on Discussion Draft Phase 1 Scenario Approach and Framework	030911m-06
6.2	Powerpoint	03/09/11	Presentation to MPAC: Climate Smart Communities Scenarios: Options for Reducing Light Duty Vehicle GHG Emissions	030911m-07

600 NE Grand Ave.
Portland, OR 97232-2736
503-797-1700
503-797-1804 TDD
503-797-1797 fax

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Metro | *Memo*

Date: Monday, April 4, 2011
To: MPAC
From: Sherry Oeser, Principal Regional Planner
Subject: 2010 Compliance Report

Metro Code 3.07.870 requires the Chief Operating Officer submit annually to the Metro Council the status of compliance by cities and counties with the requirements of the Metro Code Chapter 3.07 (Urban Growth Management Functional Plan). The purpose of Title 8 (Compliance Procedures) and the compliance report is to establish a process for ensuring city or county compliance with requirements of Metro Code Chapter 3.07 and for evaluating and informing the region about the effectiveness of those requirements.

During the past three years of the Making a Great Place initiative, certain Metro Code reporting requirements and the annual report were suspended while changes to Metro Code were being refined and finalized. Other compliance requirements remained in effect, however, including maintaining housing capacity (Title 1), protecting industrial land (Title 4), continuing concept planning in areas added to the Urban Growth Boundary (UGB) (Title 11), and protecting and enhancing fish and wildlife habitat (Title 13).

On December 16, 2010, the Metro Council adopted Ordinance 10-1244B which amended several Functional Plan titles. The status of compliance contained in the attached 2010 Compliance Report summarizes the compliance status of each jurisdiction for Functional Plan requirements in effect on December 15, 2010, prior to adoption of Ordinance 10-1244B.

Several local governments are out of compliance with some Code requirements; however, most are making progress towards meeting compliance requirements during 2011. Those out of compliance with Nature in Neighborhoods (Title 13) requirements include Fairview, Milwaukie, Portland, and Troutdale. Lake Oswego is out of compliance with Industrial and other Employment Areas requirements (Title 4). Those out of compliance with planning for new urban areas (Title 11) include Cornelius, Damascus, Hillsboro, Oregon City, Tualatin, Wilsonville, and Washington County. The new City of Damascus is not in compliance with any compliance requirements, although it has recently adopted its comprehensive plan.

Metro Code allows a city or county to seek an extension of a compliance deadline or an exception from compliance with a functional plan requirement. The Metro Code also provides an enforcement process "if a city or county has failed to meet a deadline for compliance with a functional plan requirement or if the Council has good cause to believe that a city or county is engaged in a pattern or practice of decision-making that is inconsistent with the functional plan, ordinances adopted by the city or county to implement the plan, or the terms or conditions in an extension or an exception."

Letters to local governments not in compliance were sent in early April informing them of their non-compliance status and providing information on requesting an extension. At the April 13 MPAC meeting, the compliance report will be reviewed and options available to local jurisdictions that are not in compliance will be discussed.

Summary of Metro's Compliance Authority

The following is a brief summary of Metro's authority to require local governments to comply with Metro Code Chapter 3.07 (Urban Growth Management Functional Plan) requirements.

Cities and counties are required by law (Metro's statute, ORS chapter 268; the state land use law, ORS chapter 197) to comply with the requirements in Metro's adopted functional plans including the Urban Growth Management Functional Plan and Regional Transportation Functional Plan. As a general rule, cities and counties have two years after a functional plan requirement is "acknowledged" (by LCDC or through the LUBA process) to bring their regulations into compliance. If two years pass and a local government fails to revise its plan and land use regulations to comply with the functional plan requirement, the local government is out of compliance and subject to enforcement proceedings by Metro (or by the state Department of Land Conversation and Development).

Before Metro gets to enforcement, Metro provides two distinct opportunities to accommodate a local government's difficulties in coming into compliance.

Extension of Time

First, a local government can ask for an extension of time. Extensions are simple and straightforward. The city or county must meet one of two criteria: (1) it is making progress toward compliance, but needs more time to finish; or (2) there are special circumstances that have delayed compliance (e.g., a planning director quits; city councilor recalled; grant money lost; etc.). The Chief Operating Officer (COO) can grant the extension by order (appealable to the Council). Metro can grant only two extensions to a local government.

Exception

Second, a city or county can apply for an exception. This would exempt it from the functional plan requirement. Exceptions are rare; the criteria are difficult. A local government would have to demonstrate why circumstances should allow it to avoid what all other cities and counties have to do. Metro staff believe that only one local government has filed an application for an exception and pursued it through the process. The Council rejected the exception for failure to meet the criteria (Title 3, Clackamas County in the Oak Lodge area).

If a local government chooses not to pursue one of these options, and refuses to comply, Metro can turn to its enforcement process and remedies.

Enforcement

Metro's statute gives it broad enforcement remedies. They fall into three categories: (1) direct application by the local government of the functional plan requirement to ordinary land use decisions (e.g., land divisions, conditional use permits, zone changes); (2) withholding discretionary funds from the city or county (e.g., CET grants; transportation funds); and (3) requesting state action under the state land use laws. ORS 268.390(7).

The Council has adopted a process for enforcement -- Title 8 of the Urban Growth Management Functional Plan (Metro Code 3.07.850). It requires the Council to notify the local government of its noncompliance and the intention of the Council to initiate enforcement. This step is intended to give the city or county "one last chance" to comply. Next, the Council schedules a public hearing on the noncompliance. The COO publishes a report on the noncompliance before the hearing. The local government can make its case at the hearing, and anyone can participate. At the conclusion of the hearing, the Council must adopt an order that resolves the matter. If the Council finds noncompliance, it orders a remedy. A Council enforcement order is appealable to LUBA.

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2010 Compliance Report

Metro Code Chapter 3.07 Urban Growth Management Functional Plan

March 2011

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About Metro

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy, and sustainable transportation and living choices for people and businesses in the region. Voters have asked Metro to help with the challenges and opportunities that affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to making decisions about how the region grows. Metro works with communities to support a resilient economy, keep nature close by and respond to a changing climate. Together we're making a great place, now and for generations to come.

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TABLE OF CONTENTS

Executive Summary ..... **i**

Introduction **1**

Accomplishments **1**

Status of Compliance by Jurisdiction **1**

Evaluation of Effectiveness **4**

Areas for Monitoring **6**

Summary of Functional Plan Changes **7**

Appendices **A-1**

Executive Summary

This 2010 Compliance Report includes a summary of the status of compliance of each city and county in the region with Metro Code requirements. Those requirements are intended to implement regional policies and achieve the goals set out in the 2040 Growth Concept. Each city and county in the region are required, if necessary, to change their comprehensive plans or land use regulations to come into compliance with Metro Code requirements within two years of acknowledgement by the Oregon Land Conservation and Development Commission and to remain in the compliance.

Most local governments in the region have complied with most of the code requirements. However, several cities and counties have not completed planning for new urban areas (Title 11). Many of the local governments that have not completed concept planning are making progress in planning for new urban areas. Some cities have not adopted natural resource protection programs (Title 13); however, most of these cities are working toward adoption in 2011.

This compliance report also evaluates the effectiveness of Metro Code requirements. In 2010, the Metro Council changed regional policy and implementation strategies and a summary of those changes is included in the report.

2010 Compliance Report

Metro Code Chapter 3.07 Urban Growth Management Functional Plan

Introduction

Metro Code 3.07.870 requires the Chief Operating Officer to submit to the Metro Council by March 1 of each year the status of compliance by cities and counties with the requirements of the Metro Code Chapter 3.07 (Urban Growth Management Functional Plan). The purpose of Title 8 (Compliance Procedures) and this compliance report is to establish a process for ensuring city or county compliance with requirements of Metro Code 3.07 and for evaluating and informing the region about the effectiveness of those requirements.

During the past three years of the Making a Great Place initiative, certain Metro Code reporting requirements were suspended while changes to Metro Code were being refined and finalized. Other compliance requirements remained in effect, however, including maintaining housing capacity (Title 1), protecting industrial land (Title 4), continuing concept planning in areas added to the Urban Growth Boundary (UGB) (Title 11), and protecting and enhancing fish and wildlife habitat (Title 13).

On December 16, 2010, the Metro Council adopted Ordinance 10-1244B which amended several Functional Plan titles. A summary of those changes is included in this report. The status of compliance contained in this compliance report summarizes the compliance status of each jurisdiction for Functional Plan requirements in effect on December 15, 2010, prior to adoption of Ordinance 10-1244B.

Accomplishments

- From 2002 through 2010, 12 local governments completed planning for new urban areas. Of these, ten used grant funding from Metro's Construction Excise Tax to complete planning efforts.
- In 2005, the Metro Council adopted Title 13 Nature in Neighborhoods. Since then, 23 local governments have completed Title 13 evaluations and adopted plans.
- Though not required by Metro Code, 18 cities and one county submitted their aspirations for growth in 2009. These aspirations reflect the values of the region for vibrant communities that have a balance of jobs and housing, economic prosperity, transportation choices, and clear air and water. To achieve these aspirations, communities identified a series of investments that need to be made to serve as catalysts of growth including investments in transit, infrastructure, and parks among others.

Status of Compliance by Jurisdiction (as of December 15, 2010)

Beaverton: The City of Beaverton is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010.

Cornelius: The City of Cornelius is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010, except for Title 11 planning for the North Holladay Concept Plan. It is Metro's understanding that the plan will be completed by the city in early 2011.

Damascus: The City of Damascus is not in compliance with Functional Plan requirements. The city recently adopted its comprehensive plan. It is Metro's understanding that the city is working on implementation measures during 2011 that will be the basis for assessing Functional Plan compliance.

Durham: The City of Durham is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010.

Fairview: The City of Fairview is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010, except for Title 13 Nature in Neighborhood. It is Metro's understanding that the city has a Title 13 work plan that calls for city council action in August 2011.

Forest Grove: The City of Forest Grove is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010.

Gladstone: The City of Gladstone is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010.

Gresham: The City of Gresham is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010.

Happy Valley: The City of Happy Valley is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010.

Hillsboro: The City of Hillsboro is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010, except for Title 11 planning for UGB expansion areas 69 and 71.

Johnson City: The City of Johnson City is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010.

King City: The City of King City is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010.

Lake Oswego: The City of Lake Oswego is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010, except for Title 4 protection of Industrial and Other Employment Areas. For Title 4, the city needs to submit documentation to Metro staff detailing what actions the city has taken to come into compliance.

Maywood Park: The City of Maywood Park is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010.

Milwaukie: The City of Milwaukie is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010, except for Title 13 Nature in Neighborhoods. It is Metro's understanding that the city has submitted a draft plan of action for adoption of code amendments by the Milwaukie City Council in April 2011.

Oregon City: The City of Oregon City is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010, except for Title 11 planning for the South End area and the implementation measures for the Beavercreek Road concept plan area. It is Metro's understanding that while the city has updated its code for industrial uses, it must still apply the protection requirements of Title 4 when the industrial land is annexed into the city.

Portland: The City of Portland is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010, except for Title 13 Nature in Neighborhoods. It is Metro's understanding that the City is continuing to work on a number of fronts to come into compliance with Title 13 and that Metro and City staff need to assess the existing natural resource protection programs and develop a new schedule and plan for meeting compliance. The city is working with Metro to revise the Title 4 Industrial and other Employment Areas map.

Rivergrove: The City of Rivergrove is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010.

Sherwood: The City of Sherwood is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010. It should be noted that the ordinance that brought Study Area 61 Cipole Road into the urban growth boundary makes Washington County or City of Tualatin responsible for Title 11 planning. The cities of Tualatin and Sherwood believe, however, that the city of Sherwood should have Title 11 planning responsibility for Study Area 61. It is Metro's understanding that the City of Sherwood has no plans at this time to begin concept planning. The area in question is less than five acres with one acre being developable.

Tigard: The City of Tigard is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010.

Troutdale: The City of Troutdale is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010, except for Title 13 Nature in Neighborhoods. It is Metro's understanding that the City Council tabled the adoption of the necessary code amendments in October 2009 and to date, the City has not supplied Metro with a revised estimated timeline for adoption of Title 13 protection measures.

Tualatin: The City of Tualatin is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010, except for Title 11 planning requirements for the Basalt Creek/West Railroad Area in collaboration with the City of Wilsonville, the Southwest Tualatin industrial area, and Study Area 61 Cipole Road. It is Metro's understanding that the cities of Tualatin and Wilsonville have embarked on a joint planning effort for the Basalt Creek Concept Plan. The city council has accepted a concept plan for the Southwest Tualatin area and the city is now working on implementation measures which are anticipated to be completed in spring 2011. For Study Area 61 Cipole Road, it should be noted that the ordinance that brought that study area into the UGB makes Washington County or the City of Tualatin responsible for Title 11 planning. However, the cities of Tualatin and Sherwood believe that the City of Sherwood should have Title 11 planning responsibility for Study Area 61. The City of Sherwood has no plans at this time to begin concept planning. The area in question is less than five acres with one acre being developable.

Metro appealed to the Land Use Board of Appeals a Tualatin ordinance that reduced zoned residential capacity below the minimum capacity in Table 3.07-1 of Title 1, taking the city out of compliance with Title 1. Metro and the city have agreed to a delay in the appeal to December 31, 2011 to allow the city time to increase minimum zoned capacity in another part of the city.

West Linn: The City of West Linn is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010.

Wilsonville: The City of Wilsonville is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010, except for Title 11 planning for East Wilsonville (Frog Pond area) and for the Basalt Creek/West Railroad Area in collaboration with the City of Tualatin. It is Metro's understanding that the city is evaluating and budgeting for a major sewer upgrade that must be completed before planning and developing the East Wilsonville/Frog Pond area. It is also Metro's understanding that the cities of Wilsonville and Tualatin have embarked on a joint planning effort for the Basalt Creek Concept Plan.

Wood Village: The City of Wood Village is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010.

Clackamas County: Clackamas County is in compliance for all Urban Growth Management Functional Plan requirements in effect on December 15, 2010. It is Metro's understanding that the County is continuing to review land use and development code changes to eliminate barriers to habitat friendly development practices.

Multnomah County: Multnomah County is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010, except for Title 11 planning for Bonny Slope West (Area 93). It is Metro's understanding that a concept plan has been completed but that it has not yet been adopted by the County Board of Commissioners. The county and Metro are in discussions about a process to complete the planning for this area.

Washington County: Washington County is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010, except for Title 11 planning for the West Bull Mountain and Cooper Mountain areas. It is Metro's understanding that a West Bull Mountain concept plan has been adopted and that implementation measures are scheduled for completion in fall 2011. For the Cooper Mountain area, it is Metro's understanding that the county will begin Title 11 planning in 2011.

Evaluation of the Effectiveness of Metro Code Chapter 3.07 (Urban Growth Management Functional Plan) in achieving the 2040 Growth Concept

The 2040 Growth Concept is this region's blueprint for the future, guiding growth and development based on a shared vision to create vibrant communities while protecting what we love about this place – safe and stable neighborhoods for families; compact development which uses both land and money more efficiently; a healthy economy that generates jobs and business opportunities; protection of farms, forests, rivers, streams, and natural areas; a balanced transportation system to move people and goods; and housing for people of all incomes in every community. This section briefly evaluates the effectiveness of compliance in helping achieve the 2040 Growth Concept.

A primary goal of regional policy contained in the Regional Framework Plan is efficient use of land within the urban growth boundary. Local governments have complied with Functional Plan requirements relating to maintain or increasing zoned capacity for housing, encouraging a balanced transportation system, enhancing the role of centers and protecting natural resources, is the region achieving the desired results?

Efficient use of land

Metro measures the region's progress toward achieving the objectives of the 2040 Growth Concept biennially in a report to the state. According to the 2009 Performance Measures Report and the 2009 Urban Growth Report, the collective actions of the cities and counties of the region to use urban land more efficiently are moving the region toward meeting some of the objectives of the 2040 Growth Concept. For example, the density of residential development has increased since the 2040 Growth Concept was first developed in 1995 reflecting how land is being used more efficiently. The number of residential units built per net acre increased from 5.5 units in 1995 to 10.7 units in 2006. Median residential lot size decreased from 6,738 square feet in 1995 to 4,300 square feet in 2006.

Healthy economy

In 2002 and 2004, the Metro Council adopted changes to Title 4 Industrial and Other Employment Areas to provide and protect a supply of sites for employment by limiting the types and scale of non-industrial uses in Regionally Significant Industrial Areas (RSIAs), industrial, and employment areas. All local governments in the region have adopted protections required by Title 4. It is also the region's policy to encourage employment opportunities in Centers, Corridors, Station Communities and Main Streets by encouraging cities and counties to allow a wide range of employment uses and building types in those design types.

The following information shows the net employment change from 2000 to 2006 by 2040 design type according to the 2009 Performance Measures report:

Central City:	1.5%
Regional Centers:	0%
Town Centers:	2.8%
Corridors:	1.4%
RSIAs	(5.3%)
Industrial:	28.5%
Employment:	2%
Other	1.7%

In 2010, the Metro Council adopted a Community Investment Strategy to fulfill the vision of the 2040 Growth Concept to focus public investments in areas that will stimulate private investment. As a result, development in the above design types is expected to increase over time.

Protection of farms, forest and natural areas

It is regional policy to protect farm and forest land as well as other natural areas. In 2005, the Council adopted Title 13 Nature in Neighborhoods to protect and restore a viable streamside corridor system. Metro required local jurisdictions to protect more than 39,000 acres of the highest value riparian areas.

During 2009-2010, Clackamas, Multnomah, and Washington counties and Metro worked to designate urban and rural reserves. Urban reserves are areas outside of the urban growth boundary where future urban development could occur. Rural reserves are areas outside the

UGB reserved for long-term protection of agriculture, forestry or important natural landscape features that limit urban development. Clackamas County designated more than 68,000 acres of rural reserves and Multnomah County designated more than 46,000. The decision on reserves in Washington County is under further review and consideration by the county, Metro and the state Land Conservation and Development Commission.

Balanced transportation system

According to the 2009 Performance Measure Report which reviewed Federal Highway Administration and State Highway Performance Monitoring System data, between 1998 and 2008, vehicle miles traveled (VMT) per capita in this region declined 8 percent while VMT increased nationally by more than 4 percent. Average annual growth for the overall transit system was about 4 percent in the TriMet service district between FY1998 and FY2008. Bicycles play an important and growing role in the regional transportation system. Between 1991 and 2004, the City of Portland developed a bikeway network that increased the mileage on bike lanes and bike boulevards from 78 to 256, according to the 2035 Regional Transportation Plan. Bicycle count data is currently limited to Portland, but anecdotal evidence suggests that bicycle ridership has increased throughout the region.

Housing choice

According to the 2009 Performance Measures report which used data from the Regional Multiple Listing Service and the U.S. Department of Housing and Urban Development, between1993 to 2008, the median price of owner-occupied single family dwellings in the Portland-Vancouver metropolitan region rose by 160%, reaching a peak in 2005 of almost $300,000. During 2000-2009, rent increases reached their peak for efficiency units in 2006 at $545 per month, for one-bedroom units in 2009 at $645, for two-bedroom units in 2009 at $842, for three-bedroom units in 2004 at $1,107. Several local government mayors who sit on the Metro Policy Advisory Committee (MPAC) have expressed an interest in reviewing efforts to provide housing choice in the region.

Areas for Monitoring

Development of new urban areas

While significant progress has been made over the past five years in concept planning for new urban areas, several areas that were added to the urban growth boundary in 2002-2004 remain unplanned. In most cases, concept planning for those areas will begin or be completed in 2011. The progress that has been made is primarily a result of the establishment of the grant program funded by the Construction Excise Tax that funded concept planning efforts. See Appendix B for a summary of the status of new urban area planning.

Center Development

The previous version of Title 6 covered only Centers and Station Communities and required local governments to develop a strategy to enhance all centers by December 2007. It also required jurisdictions to submit progress reports to Metro every two years. This approach was not effective in encouraging center development and development in centers has not achieved the results originally anticipated.

The version of Title 6 adopted by the Metro Council in December 2010 as part of the Community Investment Strategy legislation moves away from reporting requirements to an incentive approach to encourage cities and counties to develop centers including incentives to local governments that adopt a plan of actions and investments to enhance their center, corridor, station community, or main street. Focusing development in centers, corridors, station communities, and main streets is a key strategy to use land more efficiently.

Housing Choice

As previously mentioned, several local government mayors have expressed an interest in reviewing efforts to provide housing choice in the region. Metro and its advisory committee, the Metro Policy Advisory Committee (MPAC), may consider reviewing Title 7 (Housing Choice) of the Metro Code to ensure that local governments in the region are continuing to take steps to implement its provisions.

Looking ahead

As previously noted, certain functional plan reporting requirements were suspended while the plan was under review and revision. In amending the functional plan in 2010, those reporting requirements were removed and the focus of functional plan compliance in the future will be implementing regional policy to achieve the 2040 Growth Concept and the recently adopted six desired outcomes and characteristics of a successful region:

1. People live, work and play in vibrant communities where their everyday needs are easily accessible.
2. Current and future residents benefit from the region's sustained economic competitiveness and prosperity.
3. People have safe and reliable transportation choices that enhance their quality of life.
4. The region is a leader in minimizing contributions to global warming.
5. Current and future generations enjoy clean air, clean water and healthy ecosystems.
6. The benefits and burdens of growth and change are distributed equitably.

Summary of Functional Plan Changes

The Metro Council adopted several ordinances in 2010 that amended the Urban Growth Management Functional Plan (Metro Code Chapter 3.07). Below is a summary of those changes.

Title 1 Housing Capacity (Metro Code 3.07.110-120)

The new Title 1 moves to a "no-net-loss" approach for housing based on plan amendments or zone changes, eliminates Table 1 and the need to calculate capacity city-wide, and eliminates the requirement for calculating and tracking job capacity. The new Title 1 requires that an increase in capacity must be adopted before a decrease in capacity is adopted. Title 1 also allows a local government to reduce capacity to allow an industrial use, a major educational or medical facility, or to protect natural resources without violating the no-net-loss policy.

Title 2 Regional Parking Policy (see Regional Transportation Functional Plan Title 4 Regional Parking Management, Metro Code 3.08.410)

Although Title 2 of the Urban Growth Management Functional Plan was repealed in 2010 by Ordinance 10-1241B, it was added to Metro Code Chapter 3.08 (Regional Transportation Functional

Plan) in the same ordinance. Title 4 of the Regional Transportation Functional Plan provides parking requirements for cities and counties in the region.

Title 4 Industrial and Other Employment Areas (Metro Code 3.07.410-450)

Title 4 seeks to protect a regional supply of sites for industrial uses. In recent years, several industrial-designated sites have been developed for non-industrial uses. The new version of Title 4 limits new schools, places of assembly, recreational facilities and parks (with exceptions for habitat protection) in Regionally Significant Industrial Areas. A new Title 14 (Urban Growth Boundary), discussed below, includes an expedited process for adding large industrial sites to the UGB. The process to amend the Title 4 map does not change. Title 4 sets guidelines for map changes. When considering a map change, local governments should contact Metro staff.

Title 6 Centers, Corridors, Station Communities and Main Streets (Metro Code 3.07.610-650)

The new version of Title 6 moves away from reporting requirements to an incentive approach to encourage cities and counties to develop centers. Title 6 provides incentives to local governments that adopt a plan of actions and investments to enhance their center, corridor, station community, or main street. These incentives include:

- Eligibility for a regional investment (currently defined as new high capacity transit lines).
- Ability to use a higher volume-to-capacity standard under the Oregon Highway Plan when considering amendments to comprehensive plans or land use regulations, and
- Eligibility for an automatic 30 percent trip reduction credit under the Transportation Planning Rule when analyzing traffic impacts of new development in plan amendments for a center, corridor, station community, or main street

Title 6 is no longer a compliance requirement and affects only those local governments who want to be eligible for one of the incentives listed above. A new Title 6 map will be Metro's official depiction of adopted boundaries for centers, corridors, station communities and main streets and will be revised as local governments adopt revised boundaries.

Title 8 Compliance Procedures (Metro Code 3.07.810-870)

Title 8 establishes a process for determining whether a jurisdiction complies with requirements of the Urban Growth Management Functional Plan. To streamline the process, Title 8 was changed to make requests from local governments for extensions of compliance deadlines or exceptions from compliance administrative functions but still allow for an appeal to the Metro Council. The criteria for determining whether an extension or exception is granted remain the same.

Title 9 Performance Measures

Title 9 set out a process for Metro to measure and report on the progress of achieving implementation of the Functional Plan. Title 9 was repealed but the policy of measuring performance is now included in the Regional Framework Plan.

Title 10 Functional Plan Definitions (Metro Code 3.07.1010)

Title 10 defines terms found in Metro Code Chapter 3.07. Changes to Title 10 reflect updated definitions.

Title 11 Planning for New Urban Areas (Metro Code 3.07.1105-1140)

Title 11 was amended during the urban and rural reserves process in spring 2010 and with the more recent adoption of Ordinances 10-1244B and 11-1252A. The new Title 11 requires concept planning for urban reserve areas prior to their coming into the UGB. Previously, concept planning occurred after an area was brought into the UGB. Title 11 also contains outcomes that must be achieved by the concept plan. The concept planning provisions of Title 11 do not apply until December 31, 2011.

Title 14 Urban Growth Boundary (Metro Code 3.07.1405-1465)

The Urban Growth Boundary and reserves procedures and criteria that were in Metro Code Chapter 3.01 were moved to this new Title 14 to join other growth management tools and strategies. In addition, Title 14 includes an expedited process for adding large industrial sites to the UGB (3.07.1435).

Appendices

APPENDIX A
Outstanding Compliance Elements

	Title 1 Housing Capacity	Title 2[1] Parking Management	Title 3 Water Quality & Flood Management	Title 4 Industrial and other Employment Areas	Title 5[2] Neighbor Cities & Rural Reserves	Title 6 Centers, Corridors, Station Communities & Main Streets	Title 7 Housing Choice	Title 11 Planning for New Urban Areas	Title 13 Nature in Neighborhoods
Beaverton								See Appendix B	
Cornelius								See Appendix B	
Damascus	Not in compliance	Not in compliance	Not in compliance	Not in compliance			Not in compliance	See Appendix B	Not in compliance
Durham									
Fairview									Not in compliance
Forest Grove								See Appendix B	
Gladstone									
Gresham								See Appendix B	
Happy Valley								See Appendix B	
Hillsboro								See Appendix B	
Johnson City									
King City								See Appendix B	
Lake Oswego				Not in compliance					

[1] While Title 2 was removed from the Urban Growth Management Functional Plan through Ordinance 10-1244B, the requirements of Title 2 were added to the Regional Transportation Functional Plan in the same ordinance.
[2] Title 5 was repealed in Ordinance 10-1238A

APPENDIX A
Outstanding Compliance Elements

	Title 1 Housing Capacity	Title 2 Parking Management	Title 3 Water Quality & Flood Management	Title 4 Industrial and other Employment Areas	Title 5 Neighbor Cities & Rural Reserves	Title 6 Centers, Corridors, Station Communities & Main Streets	Title 7 Housing Choice	Title 11 Planning for New Urban Areas	Title 13 Nature in Neighborhoods
Maywood Park									
Milwaukie									Not in compliance
Oregon City								See Appendix B	
Portland								See Appendix B	Not in compliance
Rivergrove									
Sherwood								See Appendix B	
Tigard									
Troutdale									Not in compliance
Tualatin								See Appendix B	
West Linn									
Wilsonville								See Appendix B	
Wood Village									
Clackamas County									
Multnomah County								See Appendix B	
Washington County								See Appendix B	

APPENDIX B
TITLE 11 NEW AREA PLANNING COMPLIANCE
(As of December 31, 2010)

Project	Lead Government(s)	Compliance[1]	Status
1998 UGB Expansion			
Rock Creek Concept Plan	Happy Valley	yes	Concept plan and implementation measures completed; development on-going.
Pleasant Valley Concept Plan	Gresham and Portland	yes	Concept plan and implementation measures completed; city annexed 524 acres and development to begin in eastern section.
1999 UGB Expansion			
Witch Hazel Community Plan	Hillsboro	yes	Concept plan and implementation measures completed; development on-going.
2000 UGB Expansion			
Villebois Village	Wilsonville	yes	Concept plan and implementation measures completed; development on-going.
2002 UGB Expansion			
Springwater Community Plan	Gresham	yes	Concept plan and implementation measures completed for this mostly industrial area; waiting annexation & development.
Damascus/Boring Concept Plan	Happy Valley	yes	HV portion: Concept plan and implementation measures completed; waiting annexation and development.
	Damascus	no	Damascus portion: Comprehensive plan map approved, implementation measures due late 2011.
Park Place Master Plan	Oregon City	yes	Concept plan and implementation measures completed; waiting annexation & development
Beavercreek Road	Oregon City	no	Concept plan is completed and accepted by Metro; City has put on hold adoption of the final implementing ordinances pending LUBA appeal and work load.
South End Road	Oregon City	no	City working on scope of work & intends to start in spring.
East Wilsonville (Frog Pond area)	Wilsonville	no	City initially completed site analysis w/private builders in 2008; currently City is evaluating and budgeting for major sewer upgrade for eastern portion of City which must be completed before planning and development of site.
Coffee Creek 1 (NW Wilsonville)	Wilsonville	yes	Concept plan and implementation measures completed, including master plan for area adopted, for this industrial area; waiting development.
NW Tualatin Concept Plan (Cipole Rd & 99W)	Tualatin	yes	Concept plan and implementation measures completed for this small industrial area.
SW Tualatin Concept Plan	Tualatin	no	Concept plan has been accepted by City Council, and City now working on code (early 2011).
Brookman Concept Plan	Sherwood	yes	Concept Plan and implementation measures completed; waiting development.
Study Area 59	Sherwood	yes	Concept plan and implementation measures completed; school constructed.
Adams Avenue	Sherwood	yes	Concept plan and implementation measures completed.

[1] The compliance responses are limited to 'yes' or 'no', however, many projects are partially or mostly completed.

APPENDIX B
TITLE 11 NEW AREA PLANNING COMPLIANCE
(As of December 31, 2010)

Project	Lead Government(s)	Compliance	Status
Study Area 61 (Cipole Rd	Tualatin/Sherwood[2]	no	City of Sherwood has no plans for this area yet.
King City	King City	yes	Concept plan and implementation measures completed; annexed to city with portion developed as park and rest in floodplain.
West Bull Mountain Concept Plan	Washington County	no	Concept plan adopted; implementation measures scheduled for completion fall 2011.
Cooper Mountain area	Washington County	no	Pending staff confirmation, Wash County to start planning in 2011.
Study Area 64 (14 acres north of Scholls Ferry Rd)	Beaverton	yes	Concept plan and implementation measures completed; annexed to City.
Study Area 69 & 71	Hillsboro	no	Areas are included in South Hillsboro Area Plan.
Study Area 77	Cornelius	yes	Concept plan and implementation measures completed; annexed to City.
Forest Grove Swap	Forest Grove	yes	Concept plan and implementation measures completed; annexed to City.
Shute Road Concept Plan	Hillsboro	yes	Concept plan and implementation measures completed; annexed to City and portion developed with Genentech.
North Bethany Subarea Plan	Washington County	yes	Concept plan and implementation measures completed with final code modifications and finance plan to be completed in 2011.
Bonny Slope West Concept Plan (Area 93)	Multnomah County	no	Concept plan map developed though not yet adopted by Board of Commissioners; completion of process under discussion between Metro and County.
2004/2005 UGB Expansion			
Damascus area	Damascus	no	Included with Damascus comp plan (see above)
Tonquin Employment Area	Sherwood	yes	Concept plan and implementation measures completed.
Basalt Creek/West RR Area Concept Plan	Tualatin and Wilsonville	no	Cities scheduled to begin planning in early 2011.
N. Holladay Concept Plan	Cornelius	no	City due to complete planning in early 2011.
Evergreen Concept Plan	Hillsboro	yes	Concept plan and implementation measures completed.
Helvetia Concept Plan	Hillsboro	yes	Concept plan and implementation measures completed.

[2] The Metro ordinance conditions designate Tualatin or Washington County as responsible for completing Title 11 planning. City of Sherwood and City of Tualatin indicate that it makes more sense for Sherwood to complete planning since the property is west of Cipole Road.

Appendix C:
COMPLIANCE DATES FOR THE
URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN

Functional Plan Requirement	**When Local Decisions Must Comply**		
	Plan/Code Amendment 3.07.810(C)[1]	**Land Use Decision** 3.07.810(D)[2]	**Adoption** 3.07.810(B)[3]
Title 1: Adopt minimum dwelling unit density (3.07.120.B)	12/16/2010		2 years after acknowledgement by LCDC
Title 1: Allow accessory dwelling unit in SFD zones (3.07.120.G) *(provision included in previous version of Metro Code as 3.07.140.C)*	12/8/2000		12/8/2002
Title 3: Adopt model or equivalent and map or equivalent (3.07.330.A)	12/8/2000		12/08/2002
Title 3: Floodplain management performance standards (3.007.340.A)	12/8/2000	12/08/2001	12/08/2002
Title 3: Water quality performance standards (3.07.340.B)	12/08/2000	12/08/2001	12/08/2002
Title 3: Erosion control performance standards (3.07.340.C)	12/08/2000	12/08/2001	12/08/2002

[1] A city or county that amends its plan to deal with the subject of a Functional Plan requirement any time after the effective date of the requirement (the date noted) must ensure that the amendment complies with the Functional Plan

[2] A city or county that has not yet amended its plan to comply with a Functional Plan requirement must, following one year after acknowledgement of the requirement (the date noted), apply the requirement directly to land use decisions

[3] Cities and counties must amend their plans to comply with a new Functional Plan requirement within two years after acknowledgement of the requirement (the date noted)

Appendix C:
COMPLIANCE DATES FOR THE
URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN

Functional Plan Requirement	When Local Decisions Must Comply		
	Plan/Code Amendment 3.07.810(C)[1]	**Land Use Decision** 3.07.810(D)[2]	**Adoption** 3.07.810(B)[3]
Title 4: Limit uses in Regionally Significant Industrial Areas (3.07.420)	7/22/2005	7/22/2006	7/22/2007
Title 4: Prohibit schools, places of assembly larger than 20,000 square feet, or parks intended to serve people other than those working or residing in the area in Regionally Significant Industrial Areas (3.07.420D)	12/16/2010	1 year after acknowledgement by LCDC	2 years after acknowledgement by LCDC
Title 4: Limit uses in Industrial Areas (3.07.430)	7/22/2005	7/22/2006	7/22/2007
Title 4: Limit uses in Employment Areas (3.07.440)	7/22/2005	7/22/2006	7/22/2007
Title 6: (Title 6 applies only to those local governments seeking a regional investment or seeking eligibility for lower mobility standards and trip generation rates)			
Title 7: Adopt strategies and measures to increase housing opportunities (3.07.730)			6/30/04
Title 8: Compliance Procedures (45 day notice to Metro for amendments to a comprehensive plan or land use regulation) (3.07.820)	2/14/03		

Appendix C:
COMPLIANCE DATES FOR THE
URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN

Functional Plan Requirement	**When Local Decisions Must Comply**		
	Plan/Code Amendment 3.07.810(C)[1]	**Land Use Decision** 3.07.810(D)[2]	**Adoption** 3.07.810(B)[3]
Title 11: Develop a concept plan for urban reserve prior to its addition to the UGB (3.07.1110)			2 years after acknowledgement by LCDC
Title 11: Prepare a comprehensive plan and zoning provisions for territory added to the UGB (3.07.1120)	12/08/2000	12/08/2001	2 years after the effective date of the ordinance adding land to the UGB unless the ordinance provides a later date.
Title 11: Interim protection of areas added to the UGB (3.07.1130) *(provision included in previous version of Metro Code as 3.07.1110)*	12/8/2000	12/08/2001	12/08/2002
Title 12: Provide access to parks by walking, bicycling, and transit (3.07.1240B)			7/7/2005
Title 13: Adopt local maps of Habitat Conservation Areas consistent with Metro-identified HCAs (3.07.1330.B)	12/28/2005	1/5/2008	1/5/2009
Title 13: Develop a two-step review process (Clear & Objective and Discretionary) for development proposals in protected HCAs (3.07.1330.C & D)	12/28/2005	1/5/2008	1/5/2009

Appendix C:
COMPLIANCE DATES FOR THE
URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN

Functional Plan Requirement	**When Local Decisions Must Comply**		
	Plan/Code Amendment 3.07.810(C)[1]	**Land Use Decision** 3.07.810(D)[2]	**Adoption** 3.07.810(B)[3]
Title 13: Adopt provisions to remove barriers to, and encourage the use of, habitat-friendly development practices (3.07.1330.E)	12/28/2005	1/5/2008	1/5/2009

MPAC Worksheet

Agenda Item Title: Climate Leadership Summit and Public Perspectives on Climate Strategies

Presenter(s): Dylan Rivera, Communications
Adam Davis, Davis Hibbitts Midghall, Inc.
Kim Ellis, Planning

Contact for this worksheet/presentation: Kim Ellis (797-1617)

Purpose/Objective

Brief MPAC on the Climate Leadership Summit proceedings and recent opinion research conducted by Davis, Hibbitts, & Midghall, Inc. for the region's Climate Smart Communities scenario planning effort.

Action Requested/Outcome

- Learn about public perspectives on land use and transportation strategies that will help the region meet state carbon emissions reduction targets.
- Discuss implications of the recent opinion research for climate communications and the region's scenario planning effort.

What has changed since MPAC last considered this issue/item?

On April 1, Metro convened nearly 300 participants at a Climate Leadership Summit to identify strategies and policies that could help the region create livable, prosperous and equitable communities and reduce the region's carbon emissions. This was a joint meeting of MPAC and the Joint Policy Advisory Committee on Transportation but also included other elected officials, local government staff, and leaders from minority and underserved communities, community groups and the business community.

At the summit, Adam Davis of Davis, Hibbitts, & Midghall, Inc. presented the results of public opinion research, which included focus groups, telephone polls and an Opt In survey. He was not able to complete his presentation at the event, so he will discuss the results of his research and implications for communications.

In addition, staff will provide an overview of the input received on April 1 at the work session. A report summarizing the summit's proceedings, keypad polling results and comment card responses will be available in late April. Materials from the summit will be posted on Metro's website.

The Portland metropolitan area will be the first in Oregon to create land use and transportation scenarios designed to meet the state carbon emissions reduction targets, as required by House Bill 2001. The scenarios haven't been designed yet; local leaders who attended the summit provided input on what political, economic, social equity and other factors Metro should consider as it studies the issue and forms scenarios for the region to test this summer and in 2012. The scenarios must be in place by 2014.

In May, staff will seek input from MPAC on the scenarios to be tested. MPAC action on the scenario planning approach will be requested in June.

What packet material do you plan to include?

- Draft – Climate Smart Communities messaging recommendations
- Climate Smart Communities Scenarios project factsheet (April 2011)

Climate Smart Communities

Working together to build livable, prosperous, equitable and climate smart communities

Residents of the Portland metropolitan area want livable, smart communities that:

- protect clean air and water
- provide jobs close to home
- preserve farm, forest land and natural areas
- promote healthy lifestyles that include walking, biking and taking transit
- pioneer green technology to reduce energy use and create new jobs.

Ask anyone why they choose to live and work in this region and they won't hesitate in their answer: because of the lush, green beauty, proximity to natural areas and wildlife, clean air and water, and communities close to transit, schools and jobs. Because these are the things we value, it just makes sense to protect the air and water, conserve energy, grow food locally and choose transportation options that don't rely as much on fossil fuels. It costs less, keeps money in the local economy and supports a healthier lifestyle.

Research conducted by Davis, Hibbitts & Midghall and Carlson Communications reveals that though a majority of residents are concerned about climate change and believe it should be a priority for local governments, it remains a much lower priority relative to other issues. Effective communication shouldn't lead with climate change but, instead, tie it to other values and priorities for the region. People are already making personal choices that impact the amount of carbon in our atmosphere – they carpool or take transit to work, walk to the store and choose local products whenever possible. They support investments that are needed to create climate smart communities – thriving downtowns supported by transit, safe sidewalks and bike trails, new technology like electric vehicles and signal timing. These choices support their personal values, with a secondary benefit of addressing climate change.

Recommendations

Based on this research, the following recommendations apply to Metro's climate change communications:

- Climate change should not be discussed in isolation or as a sole desired outcome, but framed around and tied to local values and priorities.
- Research has shown that education about climate change will not change people's opinion. Resources should be focused on behavior related to regional values rather than changing people's minds about or influencing behavior because of climate change.

Excerpts from recent research and survey data

Opinion data from telephone survey:[1]

- 58 percent support legislation reducing greenhouse gas emissions
- 53 percent are certain the GHG emissions are causing climate change and that climate change is caused by human activities
- 67 percent feel it should be an urgent priority for local governments to address climate change
- 67 percent are likely to make lifestyle changes to support a more sustainable future for Oregon
- The majority surveyed opposes or strongly opposes raising fees and taxes to change transportation behavior.
- The majority surveyed supports or strongly supports government providing incentives to encourage people to drive less.
- The top concerns about potential climate change impacts are (first and second concerns combined):
    - changes in food prices and loss of agricultural crops (40 percent)
    - loss of native fish, wildlife and plant species (36 percent)
    - reduced snowpack in the mountains causing drought and water supply shortages (31 percent).

Responses of interviewed stakeholders (35 elected officials, community and business leaders): [2]

- About half feel climate change is a relevant issue for their communities (1/3 somewhat relevant, remainder not very relevant)
- Two-thirds stated a need for more information – data based on science and economics and from credible sources – and more information about what their constituents are willing to do to address climate change
- 80 percent of respondents stated that their organization has made decisions or taken actions to address climate change (need to get those to use as local examples)
- Identified Metro's primary role as providing coordination and communication support

Climate change communications research report:[3]

- focus on livability and environmental benefits (economic benefits may require more research)
- make climate change and solutions local, relevant and urgent
- focus on carbon – people are putting too much carbon into the atmosphere
- connect climate change with the economy – quantify economic benefits of addressing climate change (data gap here) and cost of doing nothing
- tap into residents' identities and values
- provide specific examples of actions that people can take
- communicate through or with trusted local sources
- celebrate local success and make benefits tangible

[1] Metro Climate Change Telephone Survey – annotated, March, 2011. Davis, Hibbitts & Midghall, Inc.

[2] Metro Climate Smart Communities Stakeholder Interviews, Feb. 28, 2011. Cogan Owens Cogan.

[3] Metro Climate Smart Communities Report Final March 2, 2011. Carlson Communications.

The region's six desired outcomes

Climate Smart Communities Scenarios

Background

In 2007, the Oregon Legislature established statewide goals to reduce carbon emissions – calling for stopping increases in emissions by 2010, a 10 percent reduction below 1990 levels by 2020, and a 75 percent reduction below 1990 levels by 2050. The goals apply to all sectors, including energy production, buildings, solid waste and transportation.

In 2009, the Oregon Legislature passed House Bill 2001, directing the region to "develop two or more alternative land use and transportation scenarios" by January 2012 that are designed to reduce carbon emissions from cars, small trucks and SUVs. The legislation also mandates adoption of a preferred scenario after public review and consultation with local governments, and local government implementation through comprehensive plans and land use regulations that are consistent with the adopted regional scenario. The Climate Smart Communities Scenarios effort responds to these mandates and Senate Bill 1059, which provided further direction to scenario planning in the Portland metropolitan area and the other five metropolitan areas in Oregon.

Metro's Making the Greatest Place initiative resulted in a set of policies and investment decisions adopted in the fall of 2009 and throughout 2010. These policies and investments focused on six desired outcomes for a successful region, endorsed by the Metro Council and Metro Policy Advisory Committee in 2008: vibrant communities, economic prosperity, safe and reliable transportation, environmental leadership, clean air and water, and equity. Making the Greatest Place included the adoption of the 2035 Regional Transportation Plan and the designation of urban and rural reserves. Together these policies and actions provide the foundation for better integrating land use decisions with transportation investments to create prosperous and sustainable communities and to meet state climate goals.

The 2040 Growth Concept - the region's adopted growth management strategy

State response Oregon Sustainable Transportation Initiative

The Oregon Department of Transportation and the Department of Land Conservation and Development are leading the state response through the Oregon Sustainable Transportation Initiative. An integrated effort to reduce carbon emissions from transportation, the initiative will result in a statewide transportation strategy, toolkits and specific performance targets for the region to achieve.

Regional response Climate Smart Communities Scenarios

The Climate Smart Communities Scenarios effort will build on the state-level work and existing plans and efforts underway in the Portland metropolitan area. The project presents an opportunity to learn what will be required to meet the state carbon goals and how well the strategies support the region's desired outcomes.

A goal of this effort is to further advance implementation of the 2040 Growth Concept, local plans and the public and private investments needed to create jobs, build great communities and meet state climate goals. Addressing the climate change challenge will take collaboration, partnerships and focused policy and investment discussions and decisions by elected leaders, stakeholders and the public to identify equitable and effective solutions through strategies that create livable, prosperous and healthy communities.

Metro's policy and technical advisory committees will guide the project, leading to Metro Council adoption of a "preferred" land use and transportation strategy in 2014.

Metro

About Metro

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy, and sustainable transportation and living choices for people and businesses in the region. Voters have asked Metro to help with the challenges and opportunities that affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to providing services, operating venues and making decisions about how the region grows. Metro works with communities to support a resilient economy, keep nature close by and respond to a changing climate. Together we're making a great place, now and for generations to come.

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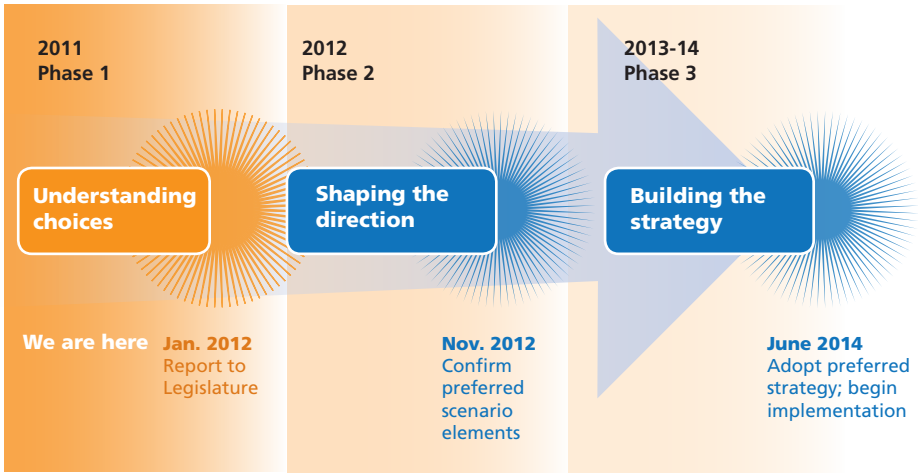
Metro

Climate Smart Communities Scenarios planning process



Phase 1

Understanding the choices (We are here)

The first phase of regional-level scenario analysis will occur during summer 2011 and focus on learning what combinations of land use and transportation strategies are required to meet the state greenhouse gas emissions targets. Strategies will include transportation operational efficiencies that can ensure faster, more dependable business deliveries; more sidewalks and bicycle facilities; more mixed use and public transit-supportive development in centers and transit corridors; more public transit service; incentives to walk, bike and use public transit; and user-based fees.

Potential impacts and benefits will be weighed against the region's six desired outcomes. Findings and recommendations from the analysis will be reported to Metro's policy committees in fall 2011 before being finalized for submittal to the Legislature in January 2012.

Phase 2

Shaping the direction

In 2012, the region will analyze more refined alternative regional-level scenarios that apply the lessons learned from phase 1 to develop a "draft" preferred land use and transportation scenario. This phase provides an opportunity to incorporate strategies and new policies identified through local and regional planning efforts that are underway in the region (e.g., SW Corridor Plan, East Metro Connections Plan, Portland Plan, and other local land use and transportation plan updates).

By the end of 2012, Metro's policy committees will be asked to confirm a "draft" preferred scenario that will be brought forward to the final phase of the process.

Phase 3

Building the strategy and implementation

The final project phase during 2013 and 2014 will lead to adoption of a "preferred" land use and transportation strategy. The analysis in this phase will be conducted using the region's most robust analytic tools and methods – the regional travel demand model, MetroScope and regional emissions model, MOVES. Additional scoping of this phase will occur in 2012 to better align this effort with mandated regional planning and growth management decisions.

This phase will identify needed changes to regional policies and functional plans, and include updates to the Regional Transportation Plan and region's growth management strategy. Implementation of approved changes to policies, investments, and other actions would begin in 2014 at the regional and local levels to realize the adopted strategy.

MPAC Worksheet

Agenda Item Title: Setting carbon emissions reduction targets for light vehicles in the Portland region

Presenter(s): Rob Zako, Department of Land Conservation and Development (DLCD)

Contact for this worksheet/presentation: Kim Ellis (797-1617)

Purpose/Objective

Brief MPAC on the draft carbon emissions reduction targets for light vehicle travel in Oregon's six metropolitan areas. This is an opportunity for MPAC members to ask questions and share concerns about the draft rule.

Action Requested/Outcome

1. Do MPAC members **support the draft rule** as presented by DLCD staff?
2. What **additional comments** would MPAC members like to forward to LCDC for consideration?

What has changed since MPAC last considered this issue/item?

- On February 23, Richard Whitman, Director of Department of Land Conservation and Development (DLCD), briefed MPAC on the timeline and process for establishing carbon emissions reduction targets for light vehicles in each of Oregon's six metropolitan areas, including the Portland region. House Bill 2001 (2009) and Senate Bill 1059 (2010) direct Oregon's Land Conservation and Development Commission (LCDC) to adopt greenhouse gas (GHG) emissions reduction targets for the state's six metropolitan areas by rule by June 1, 2011.
- On March 30, the Target Rulemaking Advisory Committee (TRAC), comprised of elected officials and stakeholders from across the state, recommended a draft rule and targets for consideration by LCDC. Councilor Collette has served as the Portland region TRAC representative, and reviewed and commented on the draft rule throughout the rulemaking process to ensure the draft rule included:
    - Clear and easy to understand language
    - Reasonable, yet aggressive assumptions for advancements in vehicle fleet, technologies and fuels
    - Assurances that the region's share of interstate and intercity travel will be addressed in the Statewide Transportation Strategy being developed by the Oregon Department of Transportation
    - Opportunities for future LCDC review as new information becomes available and GHG analysis techniques mature
- On April 1, DLCD released the draft rule and targets for public comment. LCDC will hold a public hearing on April 21, and is expected to adopt the rule and carbon emissions reduction targets on May 19, 2011. The targets are intended to guide metropolitan areas as they conduct land use and transportation scenario planning to reduce greenhouse gas emissions from light vehicles.
- The draft rule assumes significant advancements in vehicle fleet, technologies and fuels, but also calls for the Portland region to reduce per person carbon emissions by 21 percent through other transportation and land use strategies that will be evaluated through the region's scenario planning.

- More information on the LCDC rulemaking effort can be found at: http://www.oregon.gov/LCD/target_rulemaking_advisory_committee.shtml

What packet material do you plan to include?

- Draft - Proposed new rules: Division 44 Metropolitan Greenhouse Gas Reduction Targets *(dated April 1, 2011)*

DRAFT—PROPOSED NEW RULES

April 1, 2011

Developed by the Target Rulemaking Advisory Committee
for consideration by the Land Conservation and Development Commission
at a public hearing on April 21, 2011

DIVISION 44

METROPOLITAN GREENHOUSE GAS REDUCTION TARGETS

660-044-0000

Purpose

(1) This division implements provisions of Oregon Laws 2010, chapter 85, section 5(1) and Oregon Laws 2009, chapter 865, section 37(6) that direct the Land Conservation and Development Commission (Commission) to adopt rules setting targets for reducing greenhouse gas emissions from light vehicle travel for each of the state's metropolitan areas for the year 2035 to aid in meeting the state goal in ORS 468A.205 to reduce the state's greenhouse gas emissions in 2050 to 75 percent below 1990 levels.

(2) The targets in this division provide guidance to local governments in metropolitan areas on the level of reduction in greenhouse gas emissions to achieve as they conduct land use and transportation scenario planning. Land use and transportation scenario planning to meet the targets in this division is required of the Portland metropolitan area and is encouraged, but not required, in other metropolitan areas.

(3) Land use and transportation scenario planning is intended to be a means for local governments in metropolitan areas to explore ways that urban development patterns and transportation systems would need to be changed to achieve significant reductions in greenhouse gas emissions from light vehicle travel. Scenario planning is a means to address benefits and costs of different actions to accomplish reductions in ways that allow communities to assess how to meet other important needs, including accommodating economic development and housing needs, expanding transportation options and reducing transportation costs.

(4) The expected result of land use and transportation scenario planning is information on the extent of changes to land use patterns and transportation systems in metropolitan areas needed to significantly reduce greenhouse gas emission reductions from light vehicle travel in metropolitan areas, including information about the benefits and costs of achieving those reductions. The results of land use and transportation scenario planning are expected to inform local governments as they update their comprehensive plans and to inform the legislature, state agencies and the public as the state develops and implements an overall strategy to meet state goals to reduce greenhouse gas emissions.

(5) The greenhouse gas emission reduction targets in this division are intended to guide an initial round of land use and transportation scenario planning over the next two to four years. The targets are based on available information and current estimates about key factors, including improvements in vehicle technologies and fuels. The Commission will review the targets by 2015, based on updated information about expected changes in vehicle technologies and fuels, state policies and other factors and to consider results of scenario planning.

(6) Success in meeting the targets will require a combination of local regional, and state actions. State actions include not only improvements in vehicle technology and fuels, but also other statewide efforts to reduce greenhouse gas emissions from light vehicle travel. These efforts – which are programs and actions to be implemented at the state level - are currently under review by the Oregon Department of Transportation as part of its Statewide Transportation Strategy to reduce greenhouse gas emissions. As metropolitan areas develop scenario plans to reduce greenhouse gas emissions and compare them to the targets in this division, it is incumbent that the metropolitan area and the state work as partners, with a shared responsibility of determining how local and statewide actions and programs can reach the targets.

(7) Nothing in this division is intended to amend statewide planning goals or administrative rules adopted to implement statewide planning goals.

660-044-0005

Definitions

For the purposes of this division, the definitions in ORS 197.015 and the statewide planning goals apply. In addition, the following definitions shall apply:

"1990 baseline emissions" means the estimate of greenhouse gas emissions from light vehicle travel in each metropolitan area for the year 1990, as presented by the Department of Environmental Quality and the Oregon Department of Energy included in the *Agencies' Technical Report*.

"2005 emissions levels" means an estimate of greenhouse gas emissions from light vehicle travel in a metropolitan area for the year 2005.

"2035 greenhouse gas emission reduction goal" means the percentage reduction in greenhouse gas emissions from light vehicle travel in a metropolitan area needed by the year 2035 in order to meet the state goal of a 75 percent reduction in greenhouse gas emissions from 1990 levels by the year 2050 as recommended by the Department of Environmental Quality and the Oregon Department of Energy in the *Agencies' Technical Report*.

"*Agencies' Technical Report*" means the report prepared by the Oregon Department of Transportation, the Department of Environmental Quality and the Oregon Department of Energy and submitted to the Commission on March 1, 2011, that provides information and estimates

about vehicle technologies and vehicle fleet to support adoption of greenhouse gas reduction targets as required by Oregon Laws 2010, chapter 85, section 5(2) and Oregon Laws 2009, chapter 865, section 37(7).

"Greenhouse gas" means any gas that contributes to anthropogenic global warming including, but not limited to, carbon dioxide, methane, nitrous oxide, hydrofluorocarbons, perfluorocarbons and sulfur hexafluoride. (ORS 468A.210(2)) Greenhouse gases are generally measured in terms of CO_2 equivalents – CO_2e – which means the quantity of a given greenhouse gas multiplied by a global warming potential factor provided in a state-approved emissions reporting protocol.

"Greenhouse gas emissions reduction target" or "target" means the percent reduction in greenhouse gas emissions from light vehicle travel within a metropolitan area from 2005 emission levels that is to be achieved by the year 2035. Greenhouse gas emissions reduction targets are expressed as a percentage reduction in emissions per capita from 2005 emissions levels but not including reductions in vehicle emissions that are likely to result by 2035 from the use of improved vehicle technologies and fuels as set forth in Tables 1 and 2 of OAR 660-044-0010.

"Greenhouse gas emissions reduction toolkit" means the toolkit prepared by the Oregon Department of Transportation and the Department to assist local governments in developing and executing actions and programs to reduce greenhouse gas emissions from light vehicle travel in metropolitan areas as provided in Oregon Laws 2010, chapter 85, section 4.

"Land use and transportation scenario planning" means the preparation and evaluation by local governments of two or more land use and transportation scenarios and the cooperative selection of a preferred scenario that accommodate planned population and employment growth while achieving a reduction in greenhouse gas emissions from light vehicle travel in the metropolitan area. Land use and transportation scenario planning may include preparation and evaluation of alternative scenarios that do not meet targets specified in this division.

"Light vehicles" means motor vehicles with a gross vehicle weight rating of 10,000 pounds or less.

"Light vehicle travel within a metropolitan area" means trips made by light vehicles that begin and end within a metropolitan planning area and that portion of other trips made by light vehicles that occurs within a metropolitan planning area, including a portion of through trips (i.e. trips that pass through a metropolitan planning area but do not begin or end there) and that a portion of other light vehicle trips that begin or end within a metropolitan planning area. Trips and portions of trips that are within a metropolitan planning area are illustrated by solid lines as shown in Figure 1.

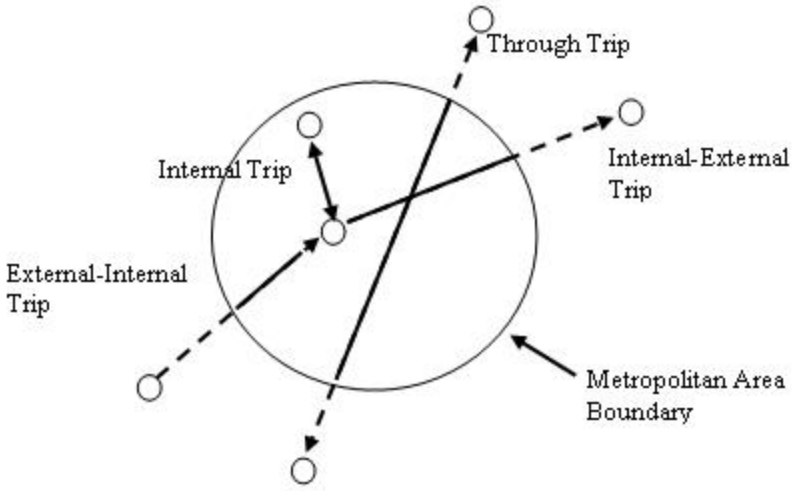


Figure 1. Light vehicle travel within a metropolitan area. Circles indicate trip origins and destinations. Arrows indicate the direction of travel. Solid lines indicate the portion of each type of trip that is considered travel within a metropolitan area for purposes of this definition.

"Metropolitan planning area" or "metropolitan area" means lands within the boundary of a metropolitan planning organization as of the effective date of this division.

"Metropolitan planning organization" means an organization located wholly within the State of Oregon and designated by the Governor to coordinate transportation planning in an urbanized area of the state pursuant to 49 U.S.C. 5303(c). ORS 197.629(7). Included are metropolitan planning organizations for the following areas: the Portland metropolitan area, the Bend metropolitan area, the Corvallis metropolitan area, the Eugene-Springfield metropolitan area, the Salem-Keizer metropolitan area and the Rogue Valley metropolitan area.

"Scenario planning guidelines" means the guidelines established by the Oregon Department of Transportation and the Department to assist local governments in conducting land use and transportation scenario planning to reduce greenhouse gas emissions from light vehicle travel in metropolitan areas as provided in Oregon Laws 2010, chapter 85, section 3.

"Statewide Transportation Strategy" means the statewide strategy adopted by the Oregon Transportation Commission as part of the state transportation policy to aid in achieving the greenhouse gas emissions reduction goals set forth in ORS 468A.205 as provided in Oregon Laws 2010, chapter 85, section 2.

660-044-0010

Target Setting Process and Considerations

(1) This rule describes information and factors that provide the basis for greenhouse gas emission reduction targets included in this division. The purpose of this rule is to inform local governments and the public about information that was relied upon to set greenhouse gas emission reduction targets, to inform local governments as they conduct land use and transportation scenario planning and to inform the Department of Land Conservation and Development (Department) and Commission in the review and evaluation of greenhouse gas emission reduction targets as required in OAR 660-044-0035.

(2) Oregon Laws 2010, chapter 85, section 5(1) and Oregon Laws 2009, chapter 865, section 37(6) direct the Commission to adopt rules identifying greenhouse gas emission reduction targets for emissions caused by light vehicles for each of the state's metropolitan areas. These statutes direct that the rules must reflect greenhouse gas emissions reduction goals set forth in ORS 468A.205 and must take into consideration the reductions in vehicle emissions that are likely to result by 2035 from the use of improved vehicle technologies and fuels. The statutes also direct that the rules must take into consideration methods of equitably allocating reductions among the metropolitan areas given differences in population growth rates. The Commission has addressed these statutory considerations as follows:

(a) Reduction in greenhouse gas emissions from light vehicle travel needed in 2035 to achieve the state goal of a 75 percent greenhouse gas reduction by 2050.

Based on recommendations from the Department of Environmental Quality and the Oregon Department of Energy in the *Agencies' Technical Report*, the Commission concludes that a reduction of 52 percent in greenhouse gas emissions from light vehicle travel in metropolitan areas from 1990 levels is needed by the year 2035 to support achieving greenhouse gas emissions reduction goals for 2050 set forth in ORS 468A.205. This percentage reduction assumes steady year by year progress through 2050 in reducing emissions and that the reduction in light vehicle emissions will be proportionate to the overall state goal for reducing greenhouse gas emissions. In reaching this conclusion, the Commission notes that absent a statewide transportation strategy and plan for achieving greenhouse gas emission reductions there is no policy or other basis at this time for assuming that light vehicle travel in metropolitan areas should be responsible for a larger or smaller share of expected statewide greenhouse gas emission reductions.

(b) Consideration of reductions in vehicle emissions likely to result by 2035 from use of improved vehicle technologies and fuels.

(i) The Commission has considered recommendations from the Oregon Department of Transportation, the Department of Environmental Quality and the Oregon Department of Energy about expected changes to the light vehicle fleet, vehicle technologies and vehicle fuels through the year 2035 as set forth in the *Agencies' Technical Report*. The Commission notes that the *Agencies' Technical Report* indicates considerable uncertainty and a broad range of possible outcomes for

each of the relevant factors. The Commission concludes that a midpoint in the range of plausible fleet, technologies and fuel outcomes provides a reasonable basis for greenhouse gas emission reduction targets to guide an initial round of land use and transportation scenario planning. The baseline assumptions for 2035 light vehicle fleet, light vehicle technologies and vehicle fuels are for each metropolitan area are set forth in Tables 1 and 2.

Table 1. Baseline Assumptions for Vehicle Technologies for use in Land Use and Transportation Scenario Planning

Vehicle Technologies		
Characteristic	**2005 Model Year[1]**	**2035 Model Year[2]**
Auto fuel economy—internal combustion engine	28 mpg	68 mpg
Light truck fuel economy—internal combustion engine	20 mpg	48 mpg
Auto fuel economy—plug-in hybrids in charge sustaining mode	—	81 mpg
Light truck fuel economy—plug-in hybrids in charge sustaining mode	—	56 mpg
% of autos that are plug-in hybrids or electric vehicles	—	8%
% of light trucks that are plug-in hybrids or electric vehicles	—	2%
Plug-in hybrids battery range	—	35 miles
Electric vehicles battery range	—	175 miles
Vehicle Fuels[3]		
Characteristic	**2005**	**2035**
% reduction in fuel carbon intensity from current levels	—	20%
Electric power sources compared to current Renewable Portfolio Standard	—	Meet
Vehicle Fleet[4]		
Characteristic	**2005**	**2035**
Average vehicle replacement rate	10 years	8 years

[1] Email from Brian Gregor, Oregon Department of Transportation, Transportation Planning Analysis Unit, "RE: 1990 and 2005 technology values," 3/15/11.

[2] *Agencies' Technical Report*, Table 1: Vehicle Technology Alternatives by 2035 and Table A-4: Key Technology Characteristics Assumed for 2035 Model Year. Technology Level 3.

[3] *Agencies' Technical Report*, Table 1: Vehicle Technology Alternatives by 2035. Technology Level 3.

[4] *Agencies' Technical Report*, Table 4: Rate of Vehicle Replacement and Table A.2: Key Vehicle Fleet Characteristics. 2005 and Fleet Level 3.

Table 2. Additional Metropolitan Area Assumptions for use in Land Use and Transportation Scenario Planning

Metropolitan Area	% of Fleet that are Light Trucks[5]		Light Vehicle Emission Rates (grams CO_2e per mile)[6]	
	2005	2035	2005	2035
Bend	55%	36%	513	180
Corvallis	45%	30%	494	174
Eugene-Springfield	47%	31%	503	173
Portland Metro	43%	29%	514	184
Rogue Valley	50%	34%	507	181
Salem-Keizer	47%	31%	510	177
Weighted Average	—	—	511	182

(ii) The greenhouse gas emission reduction targets in this division are for greenhouse gas emission reductions to be met through land use and transportation scenario planning and are in addition to reductions estimated to result from changes to the light vehicle fleet, light vehicle technologies and light vehicle fuels in Tables 1 and 2.

(iii) In evaluating whether a proposed land use and transportation scenario combined with actions and programs included in the Statewide Transportation Strategy meets greenhouse gas emission reduction targets in this division, a local government or metropolitan planning organization may include:

a. Policies or actions included in the Statewide Transportation Strategy that the Oregon Department of Transportation estimates are likely to result in changes to vehicle fleet, technologies or fuels above and beyond the values listed in Tables 1 and 2;

b. Local or regional programs or actions identified in a land use and transportation scenario plan that are likely to result in changes to vehicle fleet, technologies or fuels above and beyond the values listed in Tables 1 and 2. One example of such an action would be a local or regional program that is estimated to result in adoption of hybrid or electric vehicles in a metropolitan area at greater than the eight percent statewide assumption for the 2035 model year provided in Table 1; and,

[5] *Agencies' Technical Report*, Table 2: Light Trucks as a Percentage of Overall Fleet Mix and Table A.2: Key Vehicle Fleet Characteristics. 2005 and Fleet Level 3.

[6] *Agencies' Technical Report*, Table 6: 2035 Emission Rates by Region with Implementation of Vehicle Technology and Fleet Mix Alternatives and Table A.5: Estimated Light Vehicle GHG Emission Rates; revised and expanded in "*Summary Calculations for Agencies Technical Report,*" Brian Gregor, 3/18/11, Input 3-2035EmissionRates, Table 3: GreenSTEP Model Estimates of Average Vehicle Emission. 2005 and Technology Level 3, Fleet Level 3.

c. Policies or actions included in the Statewide Transportation Strategy, other than those attributable to changes in vehicle fleet, technologies or fuels. Examples of such an action would be increased inter-city transit or pay-as-you-drive insurance. The Oregon Department of Transportation would coordinate with local governments and metropolitan planning organizations in each metropolitan area on estimating the amount of greenhouse gas emissions reductions expected to result within the metropolitan area from these programs and actions.

(c) Equitable allocation of responsibility for greenhouse gas emission reductions among metropolitan areas considering differences in population growth rates.

The greenhouse gas emission reduction targets in this division are in the form of percentage reductions in emissions per capita. The greenhouse gas emission reduction targets for individual metropolitan areas range from 18 percent to 25 percent per capita. The Commission concludes that setting the targets in the form of per capita reductions and adoption of comparable per capita reductions for each of the state's six metropolitan areas assures that those metropolitan areas that are expected to experience higher than average rates of population growth between 1990 and 2035 do not bear a greater responsibility for emission reductions than metropolitan areas that are expected to grow more slowly.

(d) Use of 2005 as a reference year for greenhouse gas emission reduction targets.

The greenhouse gas emission reduction targets in this division are set forth as reductions to be achieved from 2005 emission levels. 2005 is specified as a reference year for greenhouse gas reduction targets because more detailed data on emissions and light vehicle travel in metropolitan areas is available for this date than for 1990, and because it corresponds better with adopted land use and transportation plans and will thus enable local governments to better estimate what changes to land use and transportation plans might be needed to achieve greenhouse gas emissions reduction targets. While the targets are specified as reductions from 2005 emission levels, the targets have been set at a level that corresponds to the required reduction from 1990 levels to be achieved by 2035.

660-044-0020

Greenhouse gas emissions reduction target for the Portland metropolitan area

(1) Purpose and effect of targets

(a) Metro shall use the greenhouse gas emission reduction targets set forth in subsection (3) of this rule as it develops two or more alternative land use and transportation scenarios that accommodate planned population and employment growth while achieving a reduction in greenhouse gas emissions from light vehicle travel in the metropolitan area as required by Oregon Laws 2009, chapter 865, section 37(6).

(b) This rule does not require that Metro or local governments in the Portland metropolitan area select a preferred scenario or amend the Metro regional framework plan (as defined in ORS 197.015(16)), functional plans, comprehensive plans or land use regulations to meet targets set in this rule. Requirements for cooperative selection of a preferred land use and transportation scenario and for implementation of that scenario through amendments to comprehensive plans and land use regulations as required by Oregon Laws 2009, chapter 865, section 37(8) will be addressed through a separate rulemaking that the Commission is required to complete by January 1, 2013.

(2) This rule applies to the Portland metropolitan area.

(3) The greenhouse gas emission reduction target for the Portland metropolitan area is a 21 percent reduction in greenhouse gas emissions in the year 2035 below year 2005 emissions levels.

(4) The greenhouse gas emission reduction target in subsection (3) of this rule identifies the level of greenhouse gas emission reduction to be met through land use and transportation scenario planning consistent with baseline assumptions and guidance in OAR 660-044-0010(2)(b)(i)-(iii), including reductions expected to result from actions and programs identified in the Statewide Transportation Strategy.

660-044-0025

Greenhouse gas emissions reduction targets for other metropolitan areas

(1) Purpose and effect of targets

(a) Local governments in metropolitan planning areas listed in subsection (2) of this rule may use the relevant targets set forth in subsection (3) of this rule as they conduct land use and transportation scenario planning to reduce expected greenhouse gas emissions from light vehicle travel in the metropolitan planning area.

(b) This rule does not require that local governments or metropolitan planning organizations conduct land use and transportation scenario planning. This rule does not require that local governments or metropolitan planning organizations that choose to conduct land use or transportation scenario planning develop or adopt a preferred land use and transportation scenario plan to meet targets in subsection (3) of this rule.

(2) This rule applies to the following metropolitan planning areas:

(a) Bend,

(b) Corvallis,

(c) Eugene-Springfield,

(d) Rogue Valley, and

(e) Salem-Keizer.

(3) Targets

(a) The greenhouse gas emissions reduction target for the Bend metropolitan planning area is a 25 percent reduction in greenhouse gas emissions in the year 2035 below year 2005 emissions levels.

(b) The greenhouse gas emissions reduction target for the Corvallis metropolitan planning area is a 23 percent reduction in greenhouse gas emissions in the year 2035 below year 2005 emission levels.

(c) The greenhouse gas emissions reduction target for the Eugene-Springfield metropolitan planning area is a 21 percent reduction in greenhouse gas emissions in the year 2035 below year 2005 emission levels.

(d) The greenhouse gas emissions reduction target for the Rogue Valley metropolitan planning area is a 24 percent reduction in greenhouse gas emissions in the year 2035 below year 2005 emission levels.

(e) The greenhouse gas emissions reduction target for the Salem-Keizer metropolitan planning area is an 18 percent reduction in greenhouse emissions in the year 2035 below year 2005 emission levels.

(4) The greenhouse gas emission reduction targets in subsection (3) of this rule identify the level of greenhouse gas emission reduction to be met through land use and transportation scenario planning consistent with baseline assumptions and guidance in OAR 660-044-0010(2)(b)(i)-(iii), including reductions expected to result from actions and programs identified in the Statewide Transportation Strategy.

660-044-0030

Methods for estimating greenhouse gas emissions and emission reductions

(1) Local governments conducting land use and transportation scenario planning to meet greenhouse gas emission reductions targets established in this division may use information and methods for estimating greenhouse gas emissions levels from light vehicle travel recommended by the Oregon Department of Transportation and the Department as set forth in the greenhouse gas emissions reduction toolkit or as otherwise approved by the director of the Department and the director of the Oregon Department of Transportation.

(2) Local governments conducting land use and transportation scenario planning to meet the greenhouse gas emission reduction targets established in this division may use methods recommended by the Oregon Department of Transportation, Oregon Department of

Environmental Quality and the Oregon Department of Energy to account for additional greenhouse gas emissions resulting from increased traffic congestion or reductions in emissions resulting from measures that reduce traffic congestion in estimating greenhouse gas emissions from light vehicles.

660-044-0035

Review and evaluation of greenhouse gas reduction targets

(1) The Commission shall by June 1, 2015, and at four year intervals thereafter, conduct a review of the greenhouse gas emission reduction targets in OAR 660-044-0020 and OAR 660-044-0025.

(2) The review by the Commission shall evaluate whether revisions to the targets established in this division are warranted considering the following factors:

(a) Results of land use and transportation scenario planning conducted within metropolitan planning areas to reduce greenhouse gas emissions from light vehicles;

(b) New or revised federal and state laws or programs established to reduce greenhouse gas emissions from light vehicles;

(c) State plans or policies establishing or allocating greenhouse gas emission reduction goals to specific sectors or subsectors;

(d) Policies and recommendations in the Statewide Transportation Strategy adopted by the Oregon Transportation Commission;

(e) Additional studies or analysis conducted by the Oregon Department of Transportation, the Department of Environmental Quality, the Oregon Department of Energy or other agencies regarding greenhouse gas emissions from light vehicle travel in metropolitan areas, including but not limited to changes to vehicle technologies, fuels, and the vehicle fleet;

(f) Changes in population growth rates, metropolitan planning area boundaries, land use or development patterns in metropolitan planning areas that affect light vehicle travel in metropolitan areas;

(g) Efforts by local governments in metropolitan areas to reduce greenhouse gas emissions from all sources;

(h) Input from affected local governments and metropolitan planning organizations; and

(i) Land use feasibility and economic studies regarding land use densities.

(3) The Department shall, in consultation and collaboration with affected local governments, metropolitan planning organizations, and other state agencies, prepare a report addressing

factors listed in subsection (2) of this rule to aid the Commission in determining whether revisions to targets established in this division are warranted.

Materials following this page were distributed at the meeting.

MPAC Meeting Ground Rules

Agreed upon by group; group members are responsible for monitoring ground rules; review regularly

Preamble: To accomplish objectives in a way that is respectful to all in the group, we have the following ground rules:

Respectful process

- Be on time/end on time
- It's okay to disagree – question topics, not people
- Respect each other's views
- Stay on task, on topic – no side conversations
- Turn off electronic devices

Efficient and cost-effective process

- Define clear meeting purpose
- Establish roles as needed
    - Chair: Responsible for facilitating the meeting and discussions, and summarizing feedback or decisions
- Establish outcomes
- Define decision-making protocol
- Move on after each decision point

Prepared participants

- Read agenda and materials beforehand
- Every attendee owns the process; if the meeting gets off track, speak up!
- If you don't speak up, own your silence (silence means agreement)
- Listen actively
- If you miss a meeting, be responsible for catching up
- Consult and communicate with and represent the concerns and interests of the governments, organizations and constituents a member represents

Metropolitan Policy Advisory Committee
Roles and Responsibilities
February 2011

Metropolitan Policy Advisory Committee (MPAC)
The Metropolitan Policy Advisory Committee was established by the Metro Charter approved by voters in 1992. MPAC's duties, as outlined in the Charter and MPAC's bylaws, are to advise the Metro Council on the amendment or adoption of the Regional Framework Plan including such topics as:

- regional transportation
- urban growth boundary (UGB) management
- protection of lands outside the UGB for natural resource, future urban or other uses
- planning responsibilities required by state law
- other growth management and land use planning matters determined by the Council to be of metropolitan concern which will benefit from regional planning.

The Metro Technical Advisory Committee (MTAC) provides technical recommendations to MPAC. Similar to MPAC, MTAC members represent cities, counties, special districts and the public. In addition, members represent utilities, land use advocacy organizations, environmental organizations, development community, and economic development associations.

MTAC is governed by bylaws which are included within MPAC's bylaws. Each jurisdictions or organization named in the bylaws is required to submit annually the name of their MTAC representative. MPAC may approve or reject any nomination to MTAC. If a MTAC membership category (member and alternate) is absent for three consecutive MTAC meetings, the representative s lose their voting privilege. They may regain their voting status after attending three consecutive MTAC meetings.

MPAC/MTAC Responsibilities
Several members have expressed concern with the level and tone of discussions at the MPAC table over the past year. They articulated that the effectiveness of the committee is compromised when members come unprepared to represent fully the perspectives of the position they hold and resort to word-smithing and technical discussions rather than providing policy guidance to the Metro Council.

As your chair for 2011, I'd like to offer the following ways to make sure that MPAC is effective and focused in its discussions and recommendations.

- Remember that MPAC is an advisory body to the Metro Council on policy issues. MPAC recommendations, while not binding, provide the Council with valuable input from diverse perspectives throughout the region.
- Come to meetings prepared to discuss agenda items from the perspective you are representing (e.g., small cities of Clackamas County); not just the entity or department for which you work by
    - Establish effective ways to communicate and seek input from the interests you represent on upcoming agenda items.
    - Report back to those interests on committee discussions/decisions.
    - Communicate with your MPAC/MTAC member (if applicable) prior to the meetings to make sure that policy discussions are based on a sound understanding of the technical issues.
- Own the process. If meetings get off track, speak up and move committee toward productive discussions.

Urban Land Institute
Oregon

Carbon, Development & Growth

Navigating New Frameworks for Real Estate, Planning, Transportation, and the Economy

Is there light at the end of the tunnel? Cautious optimism exists that the Portland area real estate market is showing signs of life. But as projects and deals begin to move forward, new policies, thinking, and market realities have taken root that may alter their character. Directly or indirectly, climate change and carbon mitigation issues are shaping market trends and providing the backdrop for decisions regarding infrastructure, development, transportation, and the region's economic trajectory. Surprising information is emerging on what these changes mean for development and how they will affect our community.

This dialogue will explore, challenge, and test these new realities and their impact on local real estate, infrastructure, transportation, and community investments.

Keynote

Ed McMahon, *Senior Resident Fellow, ULI – the Urban Land Institute*

Ed McMahon holds the Charles E. Fraser Chair on Sustainable Development at the Urban Land Institute in Washington, DC, where he is nationally known as an inspiring and thought-provoking speaker and leading authority on topics related to sustainable development, land conservation, smart growth, and historic preservation. ULI is the publisher of *Land Use and Driving*, a synthesis of *Moving Cooler*, *Growing Cooler* and *Driving and the Built Environment*.

McMahon is the author or co-author of 15 books and more than 200 articles. During the past 20 years, McMahon has drafted numerous local land use plans and ordinances. He will speak to national smart growth trends and economic forces that have implications for public and private urban development policies and investments in the Portland region.

Moderator

Gene Grant, *Principal, Davis Wright Tremaine LLP*

Panelists

Mark Edlen, *CEO, Gerding Edlen*
David Siegel, *Principal, Otak, Inc.*
Lisa Adatto, *Oregon Director, Climate Solutions*
Michael Armstrong, *Senior Sustainability Manager, City of Portland*

Metro | *Making a great place*

TGM
TRANSPORTATION AND GROWTH MANAGEMENT

Event Details

Date	Wednesday, April 27, 2011
Time	7:00-7:30 AM - Registration and Networking 7:30-9:00 AM - Breakfast Program
Location	Metro - Council Chambers 600 NE Grand Avenue Portland, Oregon
Cost	$35 for ULI members; $45 for non-members (includes continental breakfast)
Registration	Register online at oregon.uli.org or by phone at 1-800-321-5011 Deadline: Monday, April 25, 2011

ULI's mission is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

oregon.uli.org

Please Join Us at

The Intertwine Alliance 2011 Spring Summit

Wednesday, April 27th
KEEN Footwear, 926 NW 13th Avenue
Portland
5:00 to 7:00 pm

- **Keynote by David Fisher ***
- **Share your successes**
- **Hear a status report on The Intertwine Alliance**
- **Network with your peers**

* David Fisher led two of the most innovative and successful parks districts in the US, in St. Louis and Minneapolis / St. Paul. He now consults and speaks nationally.

Light hors d oeuvres will be provided and a no host bar will be available.

The Intertwine Alliance is a broad coalition of strong and independent organizations working to preserve land, water and habitat and to create opportunities for residents to connect with nature. By joining forces, Alliance partners boost their effectiveness and increase investment in parks, trails and conservation activities.

2040 Growth Concept Map

January 1, 2011

0 1 2 4 miles

Overview: the Metro 2040 Growth Concept defines the form of regional growth and development for the Portland metropolitan region. The Growth Concept was adopted in December 1995 through the Region 2040 planning and public involvement process. This concept is intended to provide long-term growth management of the region.

The map highlights elements of parallel planning efforts including: the 2035 Regional Transportation Plan that outlines investments in multiple modes of transportation, and a commitment to local policies and investments that will help the region better accommodate growth within its centers, corridors and employment areas.

For more information on these initiatives, visit http://www.oregonmetro.gov/2040

- Central city
- Regional center
- Town center
- Station communities
- Employment land
- Parks and natural areas
- Neighborhood
- Main streets
- Corridors
- Existing high capacity transit
- Planned high capacity transit
- Proposed high capacity transit tier 1
- Mainline freight
- High speed rail
- County boundaries
- Urban growth boundaries
- Neighbor cities
- Airports
- Intercity rail terminal

Metro

Making a great place

Climate Leadership Summit

Dylan Rivera
Public affairs specialist
April 2011

Record attendance for JPACT/ MPAC event

- 250 attended
- 160 keypad users
- 55 comment cards returned
- Oral comments

Keypad input on strategies

Climate Strategies
Signal timing/transit at intersecti
Mixed-use development in center
Mileage-based fees
Household-based indiv. marketin
Commuter trip reduction program
Fuel-based taxes
Carsharing, carpooling & vanpoo
Congestion pricing/tolling
Electric charging stations/infrast

To prompt discussion

- Not scientific
- Everyone learning
- Forced choices
- Opportunities, challenges

3

Opportunities

- Mixed use, TOD
- Mileage based fees
- Marketing
- Signal timing

4

Challenges

- Equity
- Affordable housing
- Unfamiliar strategies

  - individualized marketing

  - incident management

5

Next steps: Test & Report

Late April	Summarize summit input
May-June	JPACT/MPAC direction
Summer	Metro & local staff test
Fall	Report back to JPACT/MPAC
January 2012	Report to legislature

For more information, contact: Dylan Rivera, public affairs specialist
dylan.rivera@oregonmetro.gov

6

Metro Area Residents' Attitudes about Climate Change and Related Land Use and Transportation Issues

April 13, 2011

Prepared for:
Metro Policy Advisory Committee

DHM | Davis, Hibbitts & Midghall, Inc. | Opinion Research and Consultation

THE PUBLIC:
What are their feelings?

Why do they feel that way?
(Communications Considerations)

Research Methodologies

- **Focus Groups—Urban/Suburban, Rural, Youth, Business**
- **Scientific Random Sample Survey**

Survey Results: Climate Change

Keypad: **There is strong evidence that the earth's climate has warmed over the last few decades but different opinions about why. What do you believe is the primary reason for this rise in global temperatures?**

Response Category	Summit	Public
It is primarily caused by human activities	86%	**53%**
It is primarily caused by natural conditions	5%	**33%**
Disagree that climate is changing (vol.)	---	**3%**
Don't know	9%	**11%**

Summit Demographics

- **Gender**
  - **55% male, 45% female**
- **County of Residence**
  - **51% Multnomah, 21% Washington, 19% Clackamas, 9% other**
- **Age**
  - **0% 18-24, 15% 25-34, 47% 35-54, 30% 55-64, 9% 65+**
- **Who is here?**
  - **12% MPAC, 5% JPACT, 12% Other elected official, 39% Government agency, 19% Community organization, Non-profit, 13% Other**
- **Primary Community Focus/Interest?**
  - **4% neighborhood, 12% Cities under 25,000, 27% cities above 25,000, 18% County, 26% Region, 9% State, 4% Other**

Keypad: **Oregon has a law that has set firm commitments on reducing greenhouse gas emissions, which many believe are responsible for causing climate change. The law requires that Oregon reduce its greenhouse gas emissions to 10% below what we produced as a state in 1990 by 2020 and 75% below 1990 levels in 2050. Knowing this, would you. . .?**

Response Category	Summit	Public
Strongly support	69%	**33%**
Somewhat support	22%	**25%**
Neither support or oppose	4%	**15%**
Somewhat oppose	3%	**8%**
Strongly oppose	1%	**15%**
Don't know	--	**4%**

Keypad: **How urgent of a priority, if at all, do you believe addressing climate change should be for your local government?**

Response Category	Summit	Public
Very urgent	50%	**28%**
Somewhat urgent	40%	**39%**
Not too urgent	8%	**14%**
Not at all urgent	2%	**16%**
Don't know	--	**3%**

Telephone Survey Validation
Results from PEW National Telephone Survey (n=1000)

How important is it for Congress to pass legislation to address climate change?

- **32%** very important
- **33%** somewhat important
- **13%** not too important
- **16%** not at all important
- **1%** not needed
- **4%** Don't know

National Telephone Survey, 2010

SURVEY RESULTS

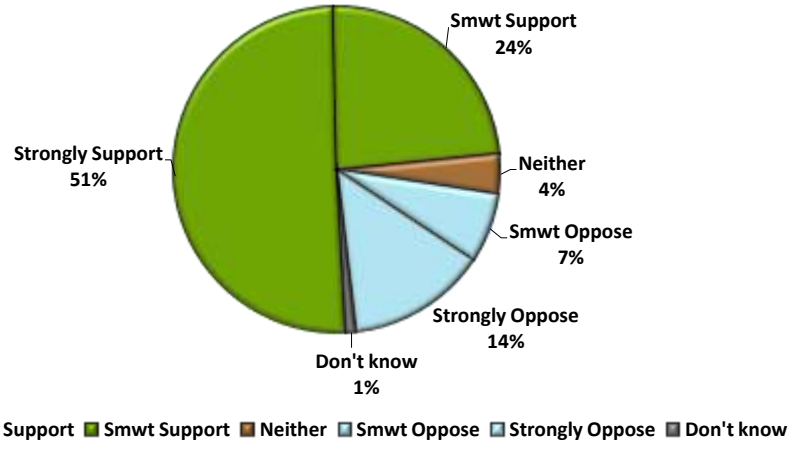
Looking out into the future, over the next 25 years or so, please think about the kind of place you want the Portland metropolitan area to be to live, work, and play in.

For each of the following please tell me if you would strongly support, somewhat support, neither support or oppose, somewhat oppose, or strongly oppose your local government making it a priority?

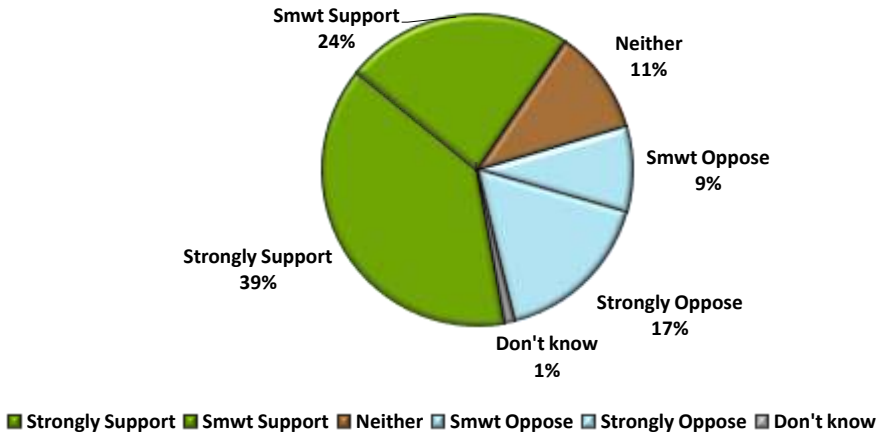
Davis, Hibbitts & Midghall, Inc.

Survey Results: Transportation

Transportation: Encourage the development of more public transit



Transportation: Encourage more people to get around on bicycles



Survey Results: Land Use

Results: Requiring more housing in areas that are well served by public transit?

						N=600
Response Category	**Strongly Support**	**Somewhat Support**	**Neither Support or Oppose**	**Somewhat Oppose**	**Strongly Oppose**	**Don't know**
Summit	69%	23%	4%	2%	1%	--
Public	**33%**	**35%**	**11%**	**9%**	**10%**	**2%**

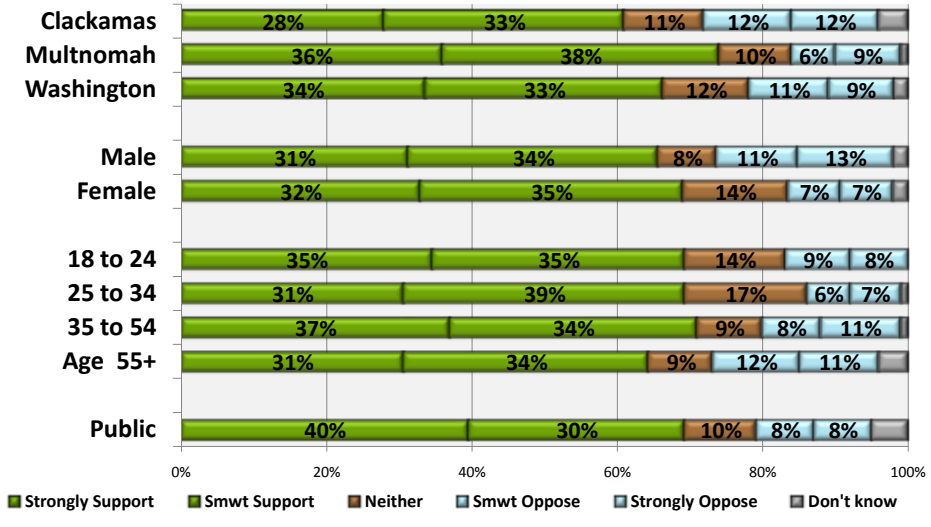
Results: Requiring more housing near employment centers?

						N=600
Response Category	**Strongly Support**	**Somewhat Support**	**Neither Support or Oppose**	**Somewhat Oppose**	**Strongly Oppose**	**Don't know**
Summit	65%	28%	5%	1%	1%	--
Public	**26%**	**32%**	**17%**	**11%**	**12%**	**2%**

Results: Keeping a tight Urban Growth Boundary.

						N=600
Response Category	**Strongly Support**	**Somewhat Support**	**Neither Support or Oppose**	**Somewhat Oppose**	**Strongly Oppose**	**Don't know**
Summit	71%	19%	4%	5%	1%	--
Public	**40%**	**30%**	**10%**	**8%**	**8%**	**5%**

Tight Urban Growth Boundary:



Telephone Survey Validation
Results from National Telephone Survey (n=1,026)

- **58%** prefer to live in a neighborhood that has a mix of houses, stores, and other businesses that are easy to walk to
- **66%** think it's important to be within an easy walking distance of a mix of places near their homes

National Association of Realtors, National Online Survey, 2011

Other Survey Findings

Strongly oppose raising taxes/charging fees to discourage some behaviors related to transportation?

- Raising the gas tax
- Charging higher tax rates for parking in commercial areas
- Replacing the gas tax for a tax on the number of miles driven

Considerations

- Weak economy
- Amount/mechanism for collecting not specified
- How money used/monitoring not specified

Support of incentive programs to encourage people to drive less

Offering incentive for people to enroll in car sharing programs that allow people to borrow cars from a fleet located near their home or work

						N=600
Response Category	Strongly Support	Somewhat Support	Neither Support or Oppose	Somewhat Oppose	Strongly Oppose	Don't know
Public	**31%**	**30%**	**13%**	**10%**	**14%**	**2%**
Opt-In	39%	37%	15%	5%	3%	1%

Offering tax incentives to business that offer programs that encourage their workers to carpool

						N=600
Response Category	Strongly Support	Somewhat Support	Neither Support or Oppose	Somewhat Oppose	Strongly Oppose	Don't know
Public	**46%**	**34%**	**6%**	**7%**	**8%**	**1%**
Opt-In	34%	41%	15%	6%	4%	1%

Offering tax incentives to business that offer telecommuting and flexible work hours

						N=600
Response Category	**Strongly Support**	**Somewhat Support**	**Neither Support or Oppose**	**Somewhat Oppose**	**Strongly Oppose**	**Don't know**
Public	**45%**	**32%**	**8%**	**6%**	**8%**	**1%**
Opt-In	43%	36%	12%	5%	3%	1%

We've seen support for doing something about climate change and for certain kinds of transportation investments and land use. But, why?

The content analysis of the focus group written exercises and discussions revealed many different reasons:

- **Economic**
- **Environmental**
- **Social**
- **Health**

The survey and focus groups also suggest how best to communicate about more compact or dense development—Things to Consider:

Consideration No. 1

1) **Avoid using problematic semantics and imagery**

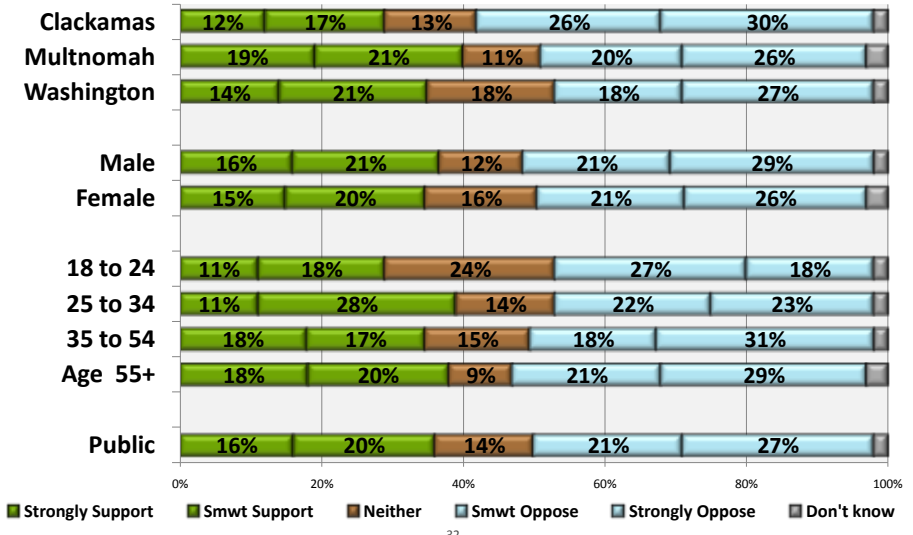
Issues:

- **"Compact neighborhoods"**
- **"Higher density development"**
- **"Government"**

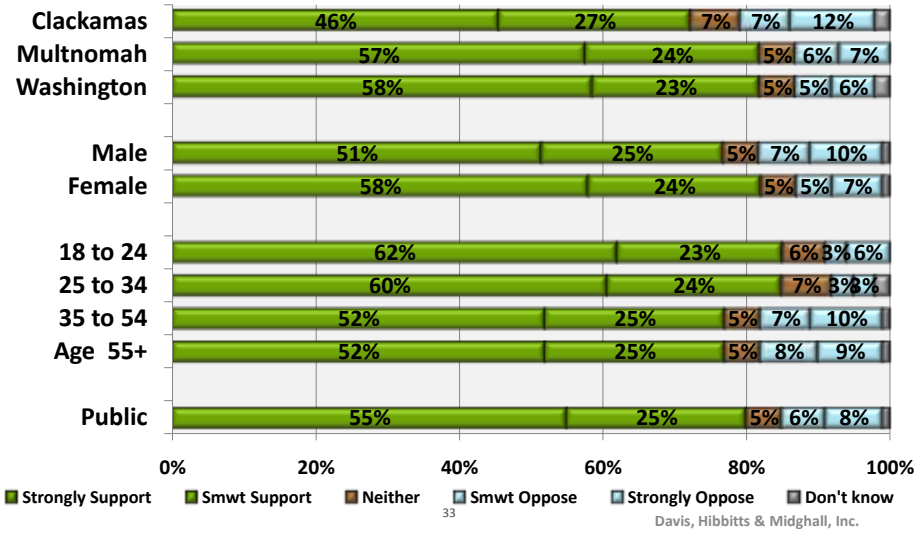
Looking out in the future, over the next 25 years or so, please think about the kind of place you want the Portland metropolitan area to be to live, work, and play in. For each of the following please tell me if you would strongly support, somewhat support, neither support or oppose, somewhat oppose, or strongly oppose your local government making it a priority?

Response Category N=600	Strongly Support	Somewhat Support	Neither Support or Oppose	Somewhat Oppose	Strongly Oppose	Don't know
Building more compact neighborhoods	16%	20%	14%	21%	27%	2%
Building more neighborhoods where people can get where they need to go by walking, biking, or taking public transit	55%	25%	5%	6%	8%	1%

Building more compact neighborhoods



Building more neighborhoods where people can get where they need to go by walking, biking, or taking public transit



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Consideration No. 2

2) Need to "upstream"-- link to land use and transportation proposals from issues that relate to core values and beliefs*

Issues:

- Preservation of farm land
- Building sense of community
- More active living-better health
- Less sitting in traffic congestion - less stress, more time for other things
- Better air quality, less cars using the road
- Save money-car related expenses, extending infrastructure
- Help low income (equity)
- Increased property values
- People should have options
- Help small neighborhood businesses
- Accommodate aging, less mobile population

*What the issues are and the best ones to use will vary by location and population subgroup

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But, what about climate change?

Not as strong. Mention other at same time.

Consideration No. 3

3) Use positive semantics and imagery*

Issues:

- **"Prevent urban sprawl"**
- **"Preservation of farm and forest land"**
- **"Community health"**
- **"Getting to know your neighbors"**
- **"Increased property values"**
- **"Choice"**
- **"Options"**
- **Examples that people have seen and like – Orenco Station, The Crossings, Portland neighborhoods (Sellwood, Mississippi, Lloyd Center/Irvington)**

***Will vary by location—know the best semantics and imagery for your area**

Consideration No. 4

4) Need to specify, quantify, and qualify the nature of the development (pre-empt objections)

Issues:

- Parks & open space (counter no backyards)
- Access to public transportation
- Specific services within walking distance
- Safety at intersections and cross-walks
- The number and location of additional units
- The design of units - aesthetics
- Public safety features (e.g., sidewalks, street lighting, park safety, etc.)

Consideration No. 4 (continued)

4) Need to specify, quantify, and qualify the nature of the development (pre-empt objections)

Issues:

- Consequences for public school classroom sizes
- Noise impact
- Parking
- Community gardens
- Farmers markets

THANK YOU!

Adam Davis
adavis@dhmresearch.com
503-220-0575

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DETAILED LISTING OF EVENTS AND PRODUCTS TO DELIVER KEY MILESTONES INCLUDING PROPOSED MEETING DATES

Milestone 1 (Metro Council and county adoption of urban and rural reserves):

- Council adoption of Ordinance No. 11-1255 — **April 21, 2011**
- Clackamas, Multnomah & Washington counties adoption of reserves — **April 2011**

Milestone 2 (Metro Council decision on study areas):

- Notice to Mayors and County Chairs requesting submittal of any additional areas to be studied (we already have list from 2010) — **April 26, 2011**
- Deadline for submittal of requests from local governments — **May 20, 2011**
- Metro Council decision on study areas — **May 24, 2011**

Milestone 3 (LCDC Hearing on urban and rural reserves):

- LCDC hearing — **Aug 18-19**

Milestone 4 (Staff recommendation on potential UGB expansion):

- Complete alternatives analysis study — **June-Aug. 2011**
- Staff recommendation on proposed UGB expansion — **Sept. 13, 2011**

Milestone 5 (Initiate committee review of staff recommendation):

- Initial MPAC review of staff recommendation — **Sept. 14, 2011**
- Initial MTAC review of staff recommendation — **Sept. 21, 2011**
- TPAC review of staff recommendation — **Sept. 30, 2011**
- JPACT review of staff recommendation — **Oct. 13, 2011**

Milestone 6 (Written order from DLCD acknowledging reserves):

- DLCD to provide written order acknowledging reserves — **Sept. 2011**

Milestone 7 (Public Outreach DLCD and general public notice):

- Public Outreach — **Sept. 19-30, 2011**
- Provide notice to DLCD on proposed UGB expansion area(s) — **Sept. 27, 2011**
- Provide general public notice in newspaper — **Sept. 27, 2011**

Milestone 8 (26-29 Report distributed to potentially impacted homeowners):

- Complete 26-29 Report on proposed expansion area(s) — **Sept.-Oct. 2011**
- Distribute 26-29 Report to potentially impacted homeowners — **Oct. 20-27, 2011**

Milestone 9 (Final MPAC Recommendation):

- MPAC makes final recommendation on proposed UGB expansion area(s) — **Oct. 26, 2011**

Milestone 10 (Metro Council growth management decision):

- Council work session
- Metro Council first reading of growth management ordinance — **Nov. 10, 2011**
- Metro Council adopts growth management ordinance — **Nov. 17, 2011**

DETAILED LISTING OF EVENTS AND PRODUCTS TO DELIVER KEY MILESTONES INCLUDING PROPOSED MEETING DATES

Milestone 1 (Metro Council and county adoption of urban and rural reserves):

- Council adopts reserves – Ordinance No. 11-1255 — **April 21, 2011**
- Clackamas, Multnomah & Washington counties adopt reserves — **April 2011**

Milestone 2 (Metro Council decision on study areas):

- Notice to Mayors and County Chairs requesting submittal of any additional areas to be studied (we already have list from 2010) — **April 26, 2011**
- Deadline for submittal of requests from local governments — **May 20, 2011**
- Metro Council decision on study areas — **May 24, 2011**

Milestone 3 (Staff recommendation on potential UGB expansion):

- Complete alternatives analysis study — **June 2011**
- Staff recommendation on proposed UGB expansion — **Aug. 2, 2011**

Milestone 4 (Initiate committee review of staff recommendation):

- Initial MTAC review of staff recommendation — **Aug. 3, 2011**
- Initial MPAC review of staff recommendation — **Aug. 10, 2011**

Milestone 5 (LCDC Hearing on urban and rural reserves):

- LCDC hearing — **Aug. 18-19**

Milestone 6 (Public Outreach DLCD and general public notice):

- Public Outreach — **Aug. 22-31, 2011**
- Provide notice to DLCD on proposed UGB expansion area(s) — **Sept. 2, 2011**
- Provide general public notice in newspaper — **Sept. 2, 2011**

Milestone 7 (26-29 Report distributed to potentially impacted homeowners):

- Complete 26-29 Report on proposed expansion area(s) — **Aug.-Sept., 2011**
- Distribute 26-29 Report to potentially impacted homeowners — **Sept. 26-30, 2011**

Milestone 8 (Final MPAC Recommendation):

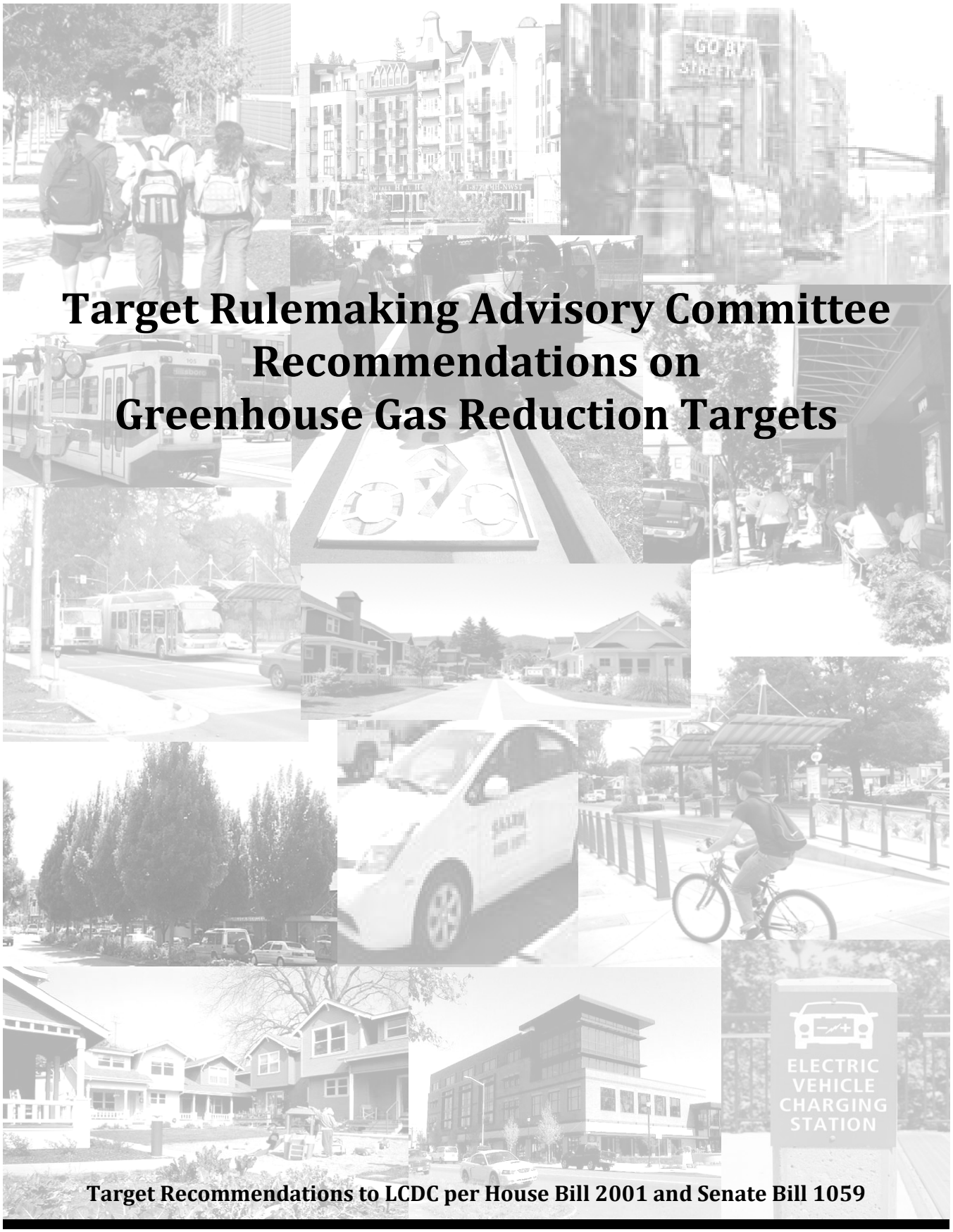
- MPAC makes final recommendation on proposed UGB expansion area(s) — **Sept. 28, 2011**
  (Note: date conflicts with League of Oregon Cities meeting)

Milestone 9 (Written order from DLCD acknowledging reserves):

- DLCD to provide written order acknowledging reserves — **Late Sept. 2011**

Milestone 10 (Metro Council growth management decision):

- Council work session
- Metro Council first reading of growth management ordinance — **Oct. 13, 2011**
- Metro Council adopts growth management ordinance — **Oct. 20, 2011**



Target Rulemaking Advisory Committee Recommendations on Greenhouse Gas Reduction Targets

Target Recommendations to LCDC per House Bill 2001 and Senate Bill 1059

DLCD **April 2011**

Table of Contents

Executive Summary **3**

Target Rulemaking Advisory Committee Process **5**

Background **7**

Oregon's Greenhouse Gas Emissions Reduction Goals *7*
Oregon Sustainable Transportation Initiative *8*
Statewide Transportation Strategy *9*
Metropolitan Scenario Planning *9*
Support for Metropolitan Scenario Planning *11*

Target Rule Recommendations **12**

Overview of Statutory Requirements *12*
Reductions Needed by 2035 to Meet the 2050 Greenhouse Gas Reduction Goal *14*
Expected Improvements in Vehicle Technologies and Fuels through 2035 ..... *15*
Equitably Allocating Responsibility for Reductions Among Metropolitan Areas *18*
Accounting for Congestion and Congestion Reduction Measures *19*
Recommended Greenhouse Gas Reduction Targets *20*

Major Issues and Considerations **23**

The target rule should clearly explain the purpose of targets and how they relate to land use and transportation scenario planning as provided in House Bill 2001 and Senate Bill 1059 ..... *23*
The target rule should include a clear description of the process and assumptions that were used in target setting *24*
The target rule should include a provision requiring LCDC to review and revise the targets to reflect new information about policies and actions to reduce greenhouse gas emissions *24*
The targets should be designed to allow local governments flexibility on ways to meet the reduction targets *25*
Reduction targets should allow local governments to count actions that they have already taken to accomplish greenhouse gas reductions *26*
Targets should reflect the difference in the abilities of metropolitan areas to meet the greenhouse gas reductions *26*
Reduction targets should take into account the amount of through travel and regional travel (i.e., travel that begins or ends outside a metropolitan area) which occurs in each metropolitan area *27*
Scenario planning will require additional funding *27*
Scenario planning should be conducted as part of comprehensive statewide effort to reduce greenhouse gas emissions and climate change *28*

Supporting Information **30**

Executive Summary

House Bill 2001 (Regular Session 2009) and Senate Bill 1059 (Special Session 2010) direct the Land Conservation and Development Commission (LCDC) to adopt by June 1, 2011, rules setting targets for Oregon's metropolitan areas to use as they conduct land use and transportation scenario planning to reduce greenhouse gas emissions from light vehicle travel. Scenario planning is a way to explore the benefits and costs of possible local efforts in combination with state efforts to reduce greenhouse gas emissions from light vehicle travel.

Targets and scenario planning are part of a broader statewide effort to reduce Oregon's greenhouse gas emissions to 75% below 1990 levels by the year 2050. Targets and scenario planning are also closely tied to other state-level efforts, including the development by the Oregon Department of Transportation (ODOT) of a statewide strategy for reducing greenhouse gas emissions from the transportation sector.

In June 2010, LCDC appointed the Target Rulemaking Advisory Committee (TRAC) to advise and assist LCDC in developing a draft administrative rule and recommend proposed targets. TRAC met seven times between September 2010 and March 2011 to develop recommendations to LCDC. In developing its recommendations, TRAC considered relevant statutory requirements; reviewed information from ODOT, the Oregon Department of Environmental Quality (DEQ), and the Oregon Department of Energy (ODOE) in their *Agencies' Technical Report* about needed reductions and expected changes in vehicle technologies and fuels; and evaluated how targets might be met through land use and transportation scenario planning.

This report outlines TRAC's recommendations for targets for the state's six metropolitan areas—Portland, Eugene-Springfield, Salem-Keizer, Rogue Valley, Bend and Corvallis—for LCDC to fulfill its obligations under House Bill 2001 and Senate Bill 1059. The report also includes recommendations from TRAC about additional work to implement the targets. TRAC concludes and recommends:

1. The *Agencies' Technical Report* recommends that emissions from light vehicle travel in metropolitan areas need to be reduced to 52% below 1990 levels by 2035 in order to be on track to meet the 2050 goal. To account for expected population growth, emissions *per capita* need to be reduced to 74% below 1990 levels by 2035.

2. The *Agencies' Technical Report* provides a range of plausible alternatives for the use of improved vehicle technologies and fuels. An aggressive but reasonable mid-level baseline assumption is Technology Level 3 and Fleet Level 3. These improvements to vehicle technologies and fuels and changes to the vehicle fleet are expected to accomplish roughly four-fifths of the reductions needed to meet the 2035 goal.
3. Targets should specify *additional* reductions needed beyond baseline assumptions, which are to be accomplished through a combination of local, state and federal efforts outlined in a land use and transportation scenario.
4. Targets should be expressed as percentage reductions *per capita* in order to equitably account for differences in population growth rates among metropolitan areas.
5. Targets should be measured from the reference year 2005, for which better data is available.
6. Targets should be to reduce emissions *per capita* from 2005 levels by 2035 by an *additional*:
   - 21% for the Portland metropolitan area;
   - 21% for the Eugene-Springfield metropolitan area;
   - 18% for the Salem-Keizer metropolitan area;
   - 24% for the Rogue Valley metropolitan area;
   - 25% for the Bend metropolitan area; and
   - 23% for the Corvallis metropolitan area.
7. LCDC should review the targets by June 1, 2015, in light of new information.

Target Rulemaking Advisory Committee Process

In June 2010, the Land Conservation and Development Commission (LCDC) directed the Department of Land Conservation and Development (DLCD) to begin the rulemaking process to meet the legislative requirements outlined in House Bill 2001 and Senate Bill 1059. LCDC appointed the Target Rulemaking Advisory Committee (TRAC), whose members represent local governments and other groups that will be affected by the proposed rule. The TRAC's charge was to assist DLCD and LCDC in drafting a proposed rule. The TRAC met seven times between September 2010 and March 2011. The TRAC members are:

- John VanLandingham, Committee Chair, LCDC
- Gail Achterman, Oregon Transportation Commission
- Ken Williamson, Environmental Quality Commission
- Angus Duncan, Oregon Global Warming Commission
- Carlotta Collette, Metro Council
- Mark Capell, Bend City Council
- Linda Modrell, Benton County Board of Commissioners
- Dan Clem, Salem City Council
- Al Densmore, Medford City Council
- Alan Zelenka, Eugene City Council
- Andrea Riner, Lane Council of Governments
- Tom Schwetz, Lane Transit District
- John Oberst, Mayor, City of Monmouth
- Sarah Miller, Business Oregon
- Kelly Clifton, Portland State University
- Craig Campbell, Victory Group (for AAA)
- Mary Kyle McCurdy, 1000 Friends of Oregon
- Don Greene, State Citizen Involvement Advisory Committee (CIAC)
- State Representative Terry Beyer, District 12, Springfield

During the TRAC meetings, the committee reviewed technical information and identified and discussed the issues to be addressed in the rule. In the course of its meeting the TRAC:

- Reviewed the statutory requirements in House Bill 2001 and Senate Bill 1059;

- Identified and discussed the issues pertaining to local scenario planning to meet the targets;
- Reviewed modeling and analysis of greenhouse gas emissions;
- Reviewed and discussed the *Agencies' Technical Report*; and
- Reviewed and commented on the Statement of Need & Fiscal Impact and the Housing Cost Impact Statement.

TRAC's recommendations to LCDC represent a consensus of the TRAC members. The TRAC meetings were noticed, open to the public, and the TRAC's agenda provided an opportunity for public comment.

The TRAC process was facilitated by Jamie Damon and other staff from Oregon Consensus.

In addition to its regular meetings, the metropolitan area representatives on the TRAC invited DLCD staff to discuss with elected officials, staff and others in their communities the rulemaking process, and the role of technology and changing land use patterns and transportation systems in reducing greenhouse gas emissions from light vehicle travel. The TRAC considered these comments in preparing its recommendation to LCDC.[1]

[1] A summary of workshop comments is available at http://www.oregon.gov/LCD/docs/rulemaking/2009-11/TRAC/Mtg5/TRAC5-WorkshopsSummary.pdf.

Background

Targets and metropolitan land use and transportation scenario planning are part of statewide efforts to respond to the challenges of climate change, in particular, efforts to reduce greenhouse gas emissions to sustainable levels. Scenario planning is a way to explore the benefits and costs of possible local efforts in combination with state efforts to reduce greenhouse gas emissions from light vehicle travel.

Oregon's Greenhouse Gas Emissions Reduction Goals

In 2007 with House Bill 3543, the Oregon Legislature found that "[g]lobal warming poses a serious threat to the economic well-being, public health, natural resources and environment of Oregon" and that "[a]ctions to reduce greenhouse gas emissions will reduce Oregon's reliance on foreign sources of energy, lead to the development of technology, attract new businesses to Oregon and increase energy efficiency throughout the state, resulting in benefits to the economy and to individual businesses and residents."

The Legislature declared "that it is the policy of [the state of Oregon] to reduce greenhouse gas emissions in Oregon pursuant to the following greenhouse gas emissions reduction goals:

- By 2010, arrest the growth of Oregon's greenhouse gas emissions and begin to reduce greenhouse gas emissions.
- By 2020, achieve greenhouse gas levels that are 10 percent below 1990 levels.
- By 2050, achieve greenhouse gas levels that are at least 75 percent below 1990 levels."

The Legislature also established the Oregon Global Warming Commission to "recommend ways to coordinate state and local efforts to reduce greenhouse gas emissions in Oregon consistent with the greenhouse gas emissions reduction goals."[2]

As Figure 1 shows, the transportation sector accounts for roughly one-third of all greenhouse gas emissions in Oregon. Light vehicles (cars, SUVs, vans, and pickup trucks) account for roughly 60% of the emissions from the transportation sector, or roughly 20%

[2] House Bill 3543 is codified at ORS 468A.200 to 260, available at http://www.leg.state.or.us/ors/468a.html.

of Oregon's total emissions.[3] Metropolitan areas are in a position to take steps to reduce emissions from light vehicles.

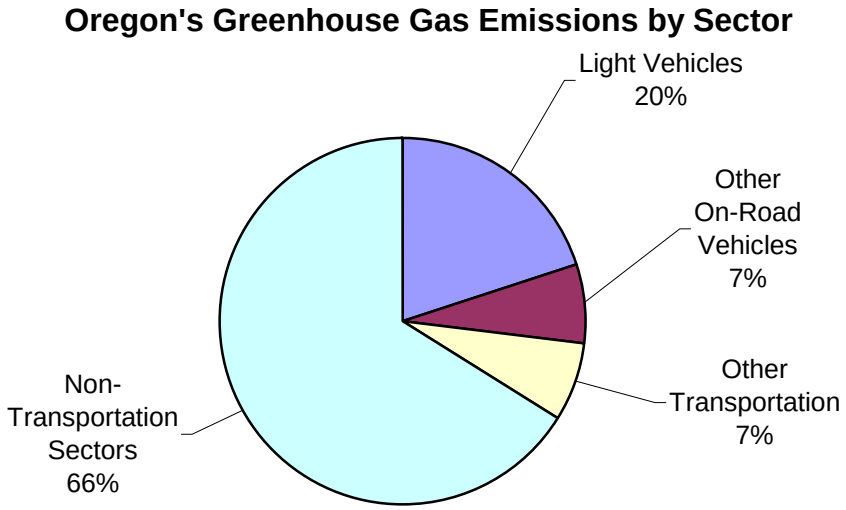


Figure 1. Light vehicles account for roughly 20% of Oregon's total greenhouse gas emissions.

Oregon Sustainable Transportation Initiative

Targets and metropolitan land use and transportation scenario planning are part of the Oregon Sustainable Transportation Initiative, which aims to reduce Oregon's greenhouse gas emissions from the transportation sector. Established by House Bill 2001 (2009 Regular Session)[4] and Senate Bill 1059 (2010 Special Session),[5] this effort consists of several components:

- Statewide Transportation Strategy,
- Metropolitan Scenario Planning, and
- Support for Metropolitan Scenario Planning.

[3] *Legislative Concepts Report: Responding to House Bill 2186 Section 10*, Metropolitan Planning Organization Greenhouse Gas Task Force, 1/11/2010, p. 5, available at http://www.oregon.gov/ODOT/TD/TP/docs/HB2186page/Report.pdf.

[4] House Bill 2001 was signed into law as Oregon Laws 2009, chapter 865, available at http://www.leg.state.or.us/09orlaws/sess0800.dir/0865.htm.

[5] Senate Bill 1059 was signed into law as Oregon Laws 2010, chapter 85, available at http://www.leg.state.or.us/10ssorlaws/0085.htm.

Statewide Transportation Strategy

Senate Bill 1059 directs the Oregon Transportation Commission to adopt, as part of the Oregon Transportation Plan, a "statewide transportation strategy on greenhouse gas emissions to aid in achieving [Oregon's greenhouse gas emissions reduction goals]."

The Statewide Transportation Strategy, currently being developed by the Oregon Department of Transportation (ODOT), with the assistance of advisory committees and consultants, will seek to achieve significant reductions in greenhouse gas emissions, both inside and outside metropolitan areas of the state, from all modes of transportation: light vehicles, heavy vehicles, air, rail and marine. The Statewide Transportation Strategy could include efforts to encourage the use of improved vehicle technologies and fuels; efforts to improve the state's transportation system and provide more options; and efforts to encourage people to travel less or in ways that produce fewer emissions.

Metropolitan Scenario Planning

In 2009 with House Bill 2186,[6] the Legislature established the Metropolitan Planning Organization Greenhouse Gas Task Force. The task force concluded that:

> *Revising transportation and land use plans in metropolitan areas will be a necessary part of a broader statewide effort to meet state greenhouse gas reduction goals. Planning our metropolitan areas in ways that build in transportation options can reduce the need for travel and significantly reduce greenhouse gas emissions from automobiles. The Task Force acknowledged that revising plans will be a challenging, long-term effort, and also concluded that it is also necessary, doable, and should start now. Done soon, and done well, it can help create safer, healthier, and more prosperous communities and expanded transportation choices for Oregonians, and can avoid the need for more dramatic measures later.*[7]

Metropolitan scenario planning is a way to explore the benefits and costs of possible local efforts in combination with state efforts. An "alternative land use and transportation scenario" is a what-if vision. It outlines what a metropolitan area's land use and transportation systems could look like in the future and suggests actions that, if implemented, would likely achieve such a vision. It can include local actions to change land use patterns, expand transportation options, and encourage the use of electric or other low-emission vehicles. It should assume and build on state and federal programs, including policies and incentives in the Statewide Transportation Strategy. This would include actions both inside and outside metropolitan areas, and actions to promote the use of improved vehicle technologies and fuels. Finally, it should be detailed enough to enable

[6] House Bill 2186 was signed into law as Oregon Laws 2009, chapter 754, available at http://www.leg.state.or.us/09orlaws/sess0700.dir/0754.htm.

[7] *Legislative Concepts Report: Responding to House Bill 2186 Section 10*, Metropolitan Planning Organization Task Force, 1/11/2010, p. 1, available at http://www.oregon.gov/ODOT/TD/TP/docs/HB2186page/Report.pdf.

estimates of the benefits and costs of implementing it, including an estimate of the likely reduction in greenhouse gas emissions from light vehicle travel inside the metropolitan area.

Results of metropolitan scenario planning—especially the benefits and costs of scenarios—will help the Legislature, the Oregon Global Warming Commission, the Oregon Transportation Commission, and others determine how to better respond to the challenges of climate change.

Requirements to conduct metropolitan scenario planning vary, as described below.

Portland metropolitan area. House Bill 2001 directs local governments in the Portland metropolitan area to conduct scenario planning. On or before January 1, 2012, local governments are required to develop two or more alternative land use and transportation scenarios that accommodate planned population and employment growth while meeting greenhouse gas reduction targets set by LCDC.

Local governments in the Portland metropolitan area are further required to select a preferred scenario and to amend comprehensive plans and land use regulations to be consistent with the preferred scenario. House Bill 2001 anticipates that significant progress on these efforts will be made by early 2014.

Eugene-Springfield metropolitan area. House Bill 2001 directs local government in the Eugene-Springfield metropolitan area to conduct scenario planning. Local governments are required to develop two or more alternative land use and transportation scenarios that accommodate planned population and employment growth while achieving a reduction in greenhouse gas emissions from light vehicles, and to select a preferred scenario.

House Bill 2001 does not require local governments to amend comprehensive plans and land use regulations to be consistent with the preferred scenario. Moreover, House Bill 2001 does not require that such scenarios meet reduction targets set by the LCDC. Rather local governments are directed to "take into account the amount of greenhouse emissions, caused by [light vehicles], that need to be reduced in 2035 in order to meet [Oregon's greenhouse gas emissions reduction goals]."

Other metropolitan areas. In 2010 with Senate Bill 1059, the Legislature, anticipating that metropolitan areas other than Portland *might* similarly develop alternative land use and transportation scenarios, directed LCDC to set reduction targets to guide such scenarios. Senate Bill 1059 does not *require* metropolitan areas other than Portland to undertake scenario planning subject to these targets.

Support for Metropolitan Scenario Planning

Senate Bill 1059 directs ODOT and DLCD to provide various kinds of assistance to local governments conducting metropolitan scenario planning:[8]

- **Scenario Planning Guidelines** for developing and evaluating alternative land use and transportation scenarios;
- **Toolkit** to assist local governments in developing and executing actions and programs to reduce greenhouse gas emissions from light vehicles;
- **Public education** about the need to reduce greenhouse gas emissions from light vehicles and about the costs and benefits of reducing greenhouse gas emissions; and
- **Technical assistance and funding** to local governments required to conduct scenario planning, and a *Financing Report* estimating the cost to conducting scenario planning outside the Portland metropolitan area.[9]

[8] For more information about other components of the Oregon Sustainable Transportation Initiative, visit http://www.oregon.gov/ODOT/TD/TP/OSTI.shtml.

[9] Based on the best available information for the cost of regional transportation plan (RTP) elements similar to scenario planning for greenhouse gas emissions reduction in Oregon, and based on local and national efforts involving scenario planning, it is estimated that scenario planning, through selection of a preferred scenario, could cost from $200,000 to $1.5 million for each of the five metropolitan areas covered by Senate Bill 1059: Eugene-Springfield, Salem-Keizer, Rogue Valley, Bend, and Corvallis. Estimated costs do not necessarily take into account the unique aspects, needs, or relationships between each metropolitan planning organization (MPO) and associated counties and cities. Some costs may be more and some may be less because of these differences.

The Oregon Transportation Commission has designated $5.9 million for the 2009–2011 biennium and $8 million for the 2011–2013 biennium to support greenhouse gas emissions reduction planning mandated in House Bill 2001 and Senate Bill 1059, as well as least-cost planning work identified in House Bill 2001. The portion of funds for greenhouse gas emissions reduction planning is intended to support scenario planning in the state's metropolitan areas and efforts by ODOT and DLCD. The $5.9 million for the 2009–2011 biennium has been committed. A portion of the $8 million designated for the 2011–2013 biennium will need to be used to support continuing work on statewide efforts including the Statewide Transportation Strategy, the Toolkit, and scenario planning work for Portland Metro and the Eugene-Springfield metropolitan area. It is recognized that at the current level of funding, it will take several biennia to support this work.

For more information, see the *Financing Report*, available at http://www.oregon.gov/ODOT/TD/TP/docs/OSTI/FinanceRpt.pdf

Target Rule Recommendations

TRAC's major responsibility has been to advise and assist LCDC and DLCD in developing targets and a target rule that responds to statutory requirements in House Bill 2001 and Senate Bill 1059. Much of the information to support TRAC's recommendations is drawn from the *Agencies' Technical Report*—a technical analysis prepared by ODOT, DEQ and ODOE. This section of the report reviews the key requirements in House Bill 2001 and Senate Bill 1059 that guide target rulemaking, summarizes relevant information and conclusions from the *Agencies' Technical Report*, and outlines TRAC's comments and recommendations to LCDC for target rulemaking to meet the statutory requirements.

Overview of Statutory Requirements

Metropolitan Reduction Targets

House Bill 2001 and Senate Bill 1059 direct LCDC, on or before June 1, 2011, to adopt rules identifying targets for the state's six metropolitan areas to use as they conduct land use and transportation scenario planning to reduce greenhouse gas emissions.[10]

[10] For the Portland metropolitan area, House Bill 2001 §37(6) provides:

> *On or before June 1, 2011, the Land Conservation and Development Commission, in consultation with the Oregon Transportation Commission, shall adopt rules for metropolitan service districts. The rules must identify each district's needed reduction by 2035 in those greenhouse gas emissions caused by motor vehicles with a gross vehicle weight rating of 10,000 pounds or less, based upon the goals stated in ORS 468A.205 and taking into consideration the reductions in vehicle emissions that are likely to result by 2035 from the use of improved vehicle technologies and fuels. …*

For other metropolitan areas, Senate Bill 1059 §5(1) provides similarly:

> *Except as provided in subsection (3) of this section, on or before June 1, 2011, the Land Conservation and Development Commission, after consultation with and in cooperation with the Oregon Transportation Commission, local governments and metropolitan planning organizations, shall adopt rules identifying a reduction target for greenhouse gas emissions caused by motor vehicles with a gross vehicle weight rating of 10,000 pounds or less to be met by each region served by a metropolitan planning organization. The rules must reflect the greenhouse gas emissions reduction goals set forth in ORS 468A.205 and must take into consideration the reductions in vehicle emissions that are likely to result by 2035 from the use of improved vehicle technologies and fuels. The rules must also take into consideration methods of equitably allocating reductions among the metropolitan areas given differences in population growth rates. …*

In brief, the metropolitan reduction targets:

- Must be consistent with achieving Oregon's greenhouse gas emissions reduction goals;
- Must be for 2035;
- Must be for light vehicle travel;
- May be different for each metropolitan area;
- Should take into account differences in population and employment growth rates;
- Should take into account improved vehicle technologies and fuels; and
- Should be informed by the *Agencies' Technical Report*.

Agencies' Technical Report

To support LCDC in setting targets, House Bill 2001 and Senate Bill 1059 direct ODOT, DEQ and ODOE to provide technical information and recommendations to support target rulemaking. In broad terms, the agencies are required to estimate the level of emissions reduction that is needed in 2035, and estimate the amount of reduction that will result from expected changes to vehicle technology, fuels and the vehicle fleet. Specifically, the agencies are required to provide the following information:

(a) Estimate of 1990 light vehicle miles traveled (VMT) for each metropolitan area (ODOT);
(b) Estimate of 2035 light vehicle fleet for each metropolitan area (ODOT);
(c) Estimate of 1990 greenhouse gas emissions from light vehicles for each metropolitan area (DEQ/ODOE);
(d) Estimate of average greenhouse gas from light vehicles in 2035 for each metropolitan area (DEQ/ODOE);
(e) Estimate of percentage reduction in light vehicle emissions to the year 2035 needed to achieve the 2050 greenhouse gas goals (DEQ/ODOE);
(f) Calculation of estimated VMT for each metropolitan area needed to meet the 2035 goal (DEQ/ODOE); and
(g) Modeling tools or methods to adjust VMT targets to account for congestion reduction measures (ODOT/DEQ/ODOE).

Agencies began work on the *Agencies' Technical Report* and supporting information in Fall 2010, using ODOT's GreenSTEP model and related analysis that ODOT is conducting to support development of the Statewide Transportation Strategy. As required by statute, the *Agencies' Technical Report* was completed and submitted to LCDC on March 1, 2011. The agencies presented the report to TRAC at its March 8 meeting.[11]

[11] The transmittal memo for the *Agencies' Technical Report* is available at http://www.oregon.gov/ODOT/TD/TP/docs/OSTI/TransMemo.pdf and the full report is available at http://www.oregon.gov/ODOT/TD/TP/docs/OSTI/TechRpt.pdf.

Reductions Needed by 2035 to Meet the 2050 Greenhouse Gas Reduction Goal

Statutory Requirements

LCDC is required to set targets for greenhouse gas emission reductions for the year 2035. Since Oregon's adopted goals do not include a statewide goal for this particular year, House Bill 2001 and Senate Bill 1059 require LCDC to consider what reduction is needed by the year 2035 to support the longer term state goal of a 75% reduction in overall greenhouse gas emissions by the year 2050. House Bill 2001 and Senate Bill 1059 also direct that DEQ and ODOE provide a recommendation to LCDC about the level of reduction that should be achieved by 2035:

> *The Department of Environmental Quality and the State Department of Energy shall recommend to LCDC a percentage light vehicles emissions need to be reduced below their 1990 levels by 2035 in order to achieve an overall reduction of 75% below 1990 levels by 2050.*

House Bill 2001—which applies to target setting for the Portland metropolitan area—includes an additional direction that the agencies assume that the reduction to 2035 will be a midpoint between the statutorily established goals for 2020 and 2050.[12] (The statutory goals call for reducing total greenhouse gas emissions by 10% below 1990 levels by 2020 and by 75% below 1990 levels by 2050.)

Agencies' Technical Report Analysis

The *Agencies' Technical Report* includes an evaluation of the statutory targets and a recommendation on reductions that are needed by 2035 to support meeting the 2050 goal.

Key findings from the *Agencies' Technical Report* are as follows:

- Because the state does not have an overall state plan or strategy allocating responsibility for achieving emissions reductions, the agencies recommend assuming that reductions in the transportation sector, and for light vehicle travel in metropolitan areas, will be the same as the overall statewide goals (i.e., a 75% reduction by the year 2050).
- The 2035 goal should assume steady progress throughout the planning period (i.e., through 2050) in reducing greenhouse gas emissions. To account for expected population growth, the agencies estimate that a 5.1% reduction in emissions per capita per year will be needed to meet the 2050 goal. The agencies find that the equal annual percent reduction method is more supportable than a straight-line reduction per year method because the straight-line method is overly optimistic. The straight-line method does not consider the potential for diminishing returns from improvements in vehicle technology.

[12] For the Portland metropolitan area, House Bill 2001 provides that DEQ and ODOE shall explain their reasons for any recommendations other than the midpoint between the 2020 (10%) and the 2050 (75%) emission reduction goals.

- Using the 5.1% annual rate of reduction per capita, the agencies calculate that *total* light vehicle emissions in 2035 need to be 52% below 1990 levels to be on track to achieve the 2050 goal of a 75% reduction below 1990 levels.
- To account for expected population growth, the 52% reduction in total emissions translates to a reduction *per capita* of 74% below 1990 levels by 2035.

TRAC Evaluation and Recommendation

TRAC supports the conclusions and recommendations provided in the *Agencies' Technical Report* which indicate that the appropriate mid-point goal for 2035 is a 52% reduction and that this corresponds with a *per capita* reduction of 74% below 1990 levels by 2035.

Overall, TRAC is supportive of these goals with the understanding that they are a starting point to guide scenario planning. As the agencies note, the state has yet to develop an overall strategy that assigns responsibility for achieving reductions to individual sectors. Given the statutory timeline for target setting, TRAC agrees that LCDC lacks information or guidance to assume that light vehicle travel in metropolitan areas should accomplish more or less of the needed statewide reduction goals. Similarly, TRAC is supportive of the assumptions about the level of reductions needed by 2035 to meet the statewide goal for 2050 and the underlying assumption of a constant year by year reduction in emissions per capita.

TRAC is supportive of these assumptions as a starting point because better information is not available and because the proposed rule includes provisions which require that LCDC review targets on a regular basis—starting in 2015. LCDC's review will include consideration of new information about vehicle technology, changes in state policy and other factors.

Expected Improvements in Vehicle Technologies and Fuels through 2035

Statutory Requirements

In setting targets, LCDC is required to take into consideration the reductions in vehicle emissions that are likely to result by 2035 from the use of improved vehicle technologies and fuels. To support LCDC's consideration of this factor, the Department of Environmental Quality and the State Department of Energy are required to estimate the average greenhouse gas emissions in 2035 emitted by light vehicles. Their estimate must, in turn, take into account the motor vehicles that the Department of Transportation predicts will have replaced existing vehicles. The statute further directs that the estimate must be based on available reasonable data provided by public or private entities concerning the improvements in vehicle technologies that will be available for use by 2035.

***Agencies' Technical Report* Analysis**

The *Agencies' Technical Report* identifies and evaluates a range of plausible improvements in vehicle technologies and fuels and changes to the vehicle fleet to the year 2035. The agencies have identified four options for vehicle technologies and fuels; and three options

for changes to the vehicle fleet (which affects the rate at which new technologies are adopted).

All of the options presented by the agencies estimate that there will be significant improvements in technology and these improvements are likely to achieve most—but not all—of the reduction needed to meet the 2035 goal. The report estimates that improvements in vehicle technology, fuels and the vehicle fleet would result in a reduction in emissions for all metropolitan areas of between 58% and 71% *per capita*.

Key findings in the *Agencies' Technical Report* include:

- Average fuel efficiency of new passenger cars is expected to more than double—from about 28 miles per gallon today to between 60 to 68 miles per gallon in 2035.
- Correspondingly, greenhouse gas emissions per mile driven will drop sharply—from an average of about 600 grams per mile for passenger cars in 1990 to about 200 grams per mile in 2035.
- About 8% of the vehicle fleet in 2035 will be plug in hybrid electric vehicles (PHEVs) or electric vehicles (EVs).

The agencies also conclude that there is a high level of uncertainty about likely improvements in vehicle technologies and fuels and changes in the vehicle fleet. The rate of adoption of improved technologies depends on state policy actions that are likely to be addressed further by ODOT as it develops the Statewide Transportation Strategy. To address this uncertainty the agencies recommend that LCDC include provisions in the target rulemaking that acknowledges that the Statewide Transportation Strategy and scenario planning are expected to identify actions that could result in more rapid adoption of vehicle technology.

TRAC Evaluation and Recommendation

TRAC agrees with the analysis in the *Agencies' Technical Report* that there is a considerable range in possible improvements to vehicle technology and changes in the vehicle fleet. TRAC also agrees that changes vehicle fleet and adoption of new technology will depend in large part on federal and state policy actions, as well as market conditions that are difficult to predict.

TRAC has evaluated the range of technology and fleet assumptions included in the *Agencies' Technical Report* and recommends that LCDC use one of the mid-level assumptions about expected improvements in vehicle technology and changes in fleet in setting emission reduction targets. In particular, TRAC recommends that LCDC use the "Technology Level 3" and "Fleet Level 3" options provided in the *Agencies' Technical Report* as the basis for target rulemaking.

TRAC recommends mid-level options in general and "Technology Level 3, Fleet Level 3" combination for the following reasons:

- Mid-level values for improvements in vehicle technology represent a substantial improvement in vehicle efficiency. As summarized above, this level of change

represents increasing average fuel efficiency of new vehicles from about 28 mpg today to more than 60 mpg in 2035. TRAC believes that this increase, while aggressive, is reasonable given current federal rulemaking which proposes increasing automobile fuel economy standards for 2025 to between 47 and 62 mpg. This range of possible standards supports an assumption for additional increases in new car fuel efficiency standards to the year 2035.

- TRAC considered the higher level of technology included in "Technology Level 4". TRAC notes that "Technology Level 4" anticipates that more than 50% of new passenger cars in 2035 would be electric vehicles, which would represent a dramatic increase in the availability and adoption of electric vehicles (plug in hybrids and battery electric vehicles.) While such changes are possible, TRAC considers these potentially over-optimistic at this time.
- TRAC recommends use of "Fleet Level 3," which assumes that the mix of cars and light trucks will shift in favor of passenger cars over the next 25 years. "Fleet Level 3" estimates that the percentage of light trucks will drop from current levels, where light trucks are slightly less than 50% of light vehicles, back to 1990 levels, when light trucks made up about one-third of the light vehicle fleet. TRAC noted several factors that are likely to cause a shift in the fleet mix and a reduction in average vehicle age:
  - The historically high rate of light truck ownership corresponds with historically low gas prices. Gas prices are likely to increase significantly over the next 25 years encouraging a shift in consumer preferences toward passenger cars.
  - Recent high rates of light truck ownership are a result, in part, of federal policies and incentives that encouraged purchase of light trucks. These policies are likely to be changed to increasingly favor purchase of more fuel efficient passenger cars.
  - Changing demographics, especially an aging population, are likely to result in a shift in consumer demand in favor of passenger cars.
  - The average age of the fleet could be expected to drop if state and federal governments establish tax or other incentives, like the "Cash for Clunkers" program that encourage consumers to replace older vehicles with new less fuel efficient vehicles.

Overall, TRAC believes that these assumptions, while aggressive, provide a reasonable starting point for scenario planning. TRAC notes that the proposed target rule makes it clear that the estimated improvements in technology listed here are to be used as "baseline assumptions" for scenario planning. The proposed rule would allow local governments through scenario planning to consider other actions that would result in adoption of improved vehicle technology at a rate greater than provided in the "baseline assumptions." This would include measures that are identified through metropolitan area scenario planning or that are included in the Statewide Transportation Strategy—now being developed—that are expected to result in more rapid adoption of new technology than estimated in the baseline assumptions.

In addition, the proposed rule includes a provision requiring LCDC to review the targets by June 1, 2015, (and at regular intervals thereafter). A major purpose of this review would be

to assess new information about vehicle technology, fuels and changes to the vehicle fleet. Specific provisions in the rule would direct LCDC to consider new information about expected improvements in vehicle technology as well as state actions, including provisions of the State Transportation Strategy to be developed by ODOT.

Equitably Allocating Responsibility for Reductions Among Metropolitan Areas

Statutory Requirements

In setting targets for the state's five smaller metropolitan areas, Senate Bill 1059 directs LCDC to take into consideration methods of equitably allocating reductions among metropolitan areas given differences in population growth rates. This requirement was adopted to recognize the fact that some metropolitan areas have grown much more rapidly than others since 1990, and that targets tied to 1990 emission levels would create a hardship for faster growing areas. For example, the population of the Bend metropolitan area is expected to grow by 200% between 1990 and 2050, while overall state population is expected to grow by only 80%. Consequently, a target based on total 1990 emissions would create a much stricter standard for Bend than for other metropolitan areas.

To support LCDC's analysis, ODOT and DEQ are required to estimate the amount of reduction in greenhouse gas emissions that are needed in each metropolitan area to achieve the 2035 reduction goal.

Agencies' Technical Report Analysis

The *Agencies' Technical Report* includes an analysis of the reductions in emissions that are needed at a statewide level by 2035 to support achieving the 2050 goal of a 75% reduction below 1990 levels. The *Agencies' Technical Report* evaluates reduction that would be needed in each area considering expected population growth to 2035. The *Agencies' Technical Report* concludes that the percentage reductions that are needed on a per capita basis to achieve to meet the 2035 goals in each metropolitan area are effectively the same—at about 74% per capita:

> *The percentage reductions in per capita emissions needed in 2035 are very similar among the metropolitan areas. The overall metropolitan average is 74%. The metropolitan area values differ from this overall average by no more than 2 percentage points.*[13]

The agencies support use of a percentage reduction per capita as the preferred way to address differences in population growth and assure that burden of reduction is equitably allocated among metropolitan areas.

[13] *Agencies' Technical Report*, 3/1/2011, p. A-16.

TRAC Evaluation and Recommendation

TRAC supports expressing the emission reduction targets in the form of percentage reductions per capita. TRAC notes that the State of California has adopted a similar approach to its targets. (California's targets, adopted by the California Air Resources Board (CARB) in September 2010, set emission reduction targets as percentage per capita reductions from 2005 emission levels for the year 2035.) TRAC also notes the use of percentage reduction targets has several other advantages:

- Per capita reductions are likely to be more easily understood by the public.
- Per capita reductions allow for measurement of progress independent of the rate of population growth. (If an area grows more slowly or more rapidly than expected, it will still be able to assess progress in per capita reductions.)

Accounting for Congestion and Congestion Reduction Measures

Statutory Requirements

House Bill 2001 and Senate Bill 1059 direct ODOT, DEQ and ODOE to recommend to LCDC methods for adjusting targets to account for changes in emissions due to traffic congestion or congestion reduction measures:

> *The Department of Transportation, the Department of Environmental Quality and the State Department of Energy shall recommend to the Land Conservation and Development Commission modeling tools or other methods that each region served by a metropolitan planning organization may use to adjust its recommended number of miles of travel …. to account for additional greenhouse gas emissions resulting from increased traffic congestion or reductions in emissions resulting from measures that reduce traffic congestion.*

***Agencies' Technical Report* Analysis**

The *Agencies' Technical Report* identifies four promising options that metropolitan areas might use to adjust vehicle miles traveled (VMT) or greenhouse gas emission estimates to better account for congestion impacts and congestion relief projects. These include:

- Improvements to metropolitan travel models to more accurately estimate distribution of VMT by speed and different classes of facilities;
- Adoption of more advanced travel models that include improved capabilities to estimate trip generation;
- Adapting available air quality models to provide improved greenhouse gas emission estimates; and
- Improving ODOT's GreenSTEP model to improve its sensitivity to congestion relief projects.

TRAC Evaluation and Recommendation

Local government representatives on TRAC expressed strong support for expressing targets in a manner that recognizes the potential contribution of measures to reduce traffic congestion in meeting targets. The proposed rule sets targets in the form of greenhouse gas reductions. This allows local governments to consider a broad range of actions that would reduce emissions, including congestion reduction projects. In its discussion, TRAC members noted that analysis of congestion reduction measures would also need to consider and address the potential for congestion reduction measures to encourage additional travel that might partially offset greenhouse gas reduction benefits of such measures. In addition, staff notes that the estimates of greenhouse gas reduction benefits will need to consider expected improvements in vehicle technology that are likely to reduce congestion-related emissions.

Recommended Greenhouse Gas Reduction Targets

Statutory Requirements

House Bill 2001 and Senate Bill 1059 require LCDC to adopt rules identifying a reduction target for greenhouse gas emissions caused by light vehicles for each metropolitan area for the year 2035. As described above, the targets must reflect the statewide greenhouse gas emission reduction goals, and take into consideration the reduction in vehicle emissions that are likely to result by 2035 from the use of improved vehicle technologies and fuels.

Agencies' Technical Report Analysis

As described above, the *Agencies' Technical Report* estimates the level of greenhouse gas emission reduction that is needed by the year 2035 to support meeting the statewide goal of a 75% reduction from 1990 levels in 2050. The *Agencies' Technical Report* also provides estimates of the expected contribution of different combinations of improvements to vehicle technology and fuels and changes to the vehicle fleet. Based on this analysis the *Agencies' Technical Report* includes estimates of the additional reductions in greenhouse gas emissions that would be needed in each metropolitan area based on the different assumptions about vehicle technology, fuels and changes to the fleet.

Table 7 in the *Agencies' Technical Report* illustrates the range of additional[14] emission reductions that would be needed in each metropolitan area based on "Low", "Medium" and "High" alternatives for improvements to vehicle technology and fuels and changes to the vehicle fleet. The level of average additional reductions needed to meet the 2035 goal varies from 8% in the High Technology/Fleet alternative to 46% in the Low Technology/Fleet Alternative.

[14] "Additional" here means in addition to the expected reduction from the effect of improvements to vehicle technology and fuels and changes to the vehicle fleet.

Percentage Additional Reduction <u>from 2005</u> to Reach 2035 Goal (*Agencies' Technical Report* Table 7, revised & expanded).[15]

2035 Alternative		Portland Metro	Eugene-Springfield	Salem-Keizer	Rogue Valley	Bend	Corvallis	Statewide Weighted Average
Tech 1	Fleet 1[16]	42%	44%	41%	45%	46%	44%	43%
	Fleet 2	35%	37%	34%	38%	40%	37%	36%
	Fleet 3	33%	34%	31%	36%	37%	35%	34%
Tech 2	Fleet 1	33%	34%	31%	36%	38%	35%	33%
	Fleet 2	24%	26%	22%	27%	29%	26%	25%
	Fleet 3	22%	23%	20%	25%	26%	24%	23%
Tech 3	Fleet 1[17]	32%	34%	30%	35%	37%	34%	33%
	Fleet 2	23%	24%	21%	26%	28%	25%	24%
	Fleet 3	21%	21%	18%	24%	25%	23%	21%
Tech 4	Fleet 1	30%	27%	28%	34%	35%	33%	30%
	Fleet 2	20%	13%	18%	25%	24%	24%	20%
	Fleet 3[18]	17%	8%	15%	22%	21%	21%	17%

TRAC Evaluation and Recommendation

As noted above, TRAC has reviewed the *Agencies' Technical Report* evaluation of plausible options for future vehicle technology fuels and fleet. Based on this review, TRAC is recommending that LCDC use one of the mid-level technology and fleet alternatives recommended in the *Agencies' Technical Report* as a basis for target rulemaking. In particular TRAC is recommending that LCDC use the Technology Level 3, Fleet Level 3 as the basis for setting targets.

Based on these assumptions about improvements in vehicle technology and fuels and expected changes to the vehicle fleet, TRAC recommends that targets should be to reduce emissions *per capita* from 2005 levels by 2035 by an *additional*:

- 21% for the Portland metropolitan area;
- 21% for the Eugene-Springfield metropolitan area;
- 18% for the Salem-Keizer metropolitan area;
- 24% for the Rogue Valley metropolitan area;
- 25% for the Bend metropolitan area; and
- 23% for the Corvallis metropolitan area.

[15] *Agencies' Technical Report*, revised and expanded in *"Summary Calculations for Agencies Technical Report,"* Brian Gregor, Oregon Department of Transportation, Transportation Planning Analysis Unit, 3/18/2011.

[16] Tech 1, Fleet 1 is the "Low" alternative in the *Agencies' Technical Report*, p. 9, and in Table 7, p. 13.

[17] Tech 3, Fleet 1 is the "Medium" alternative in the *Agencies' Technical Report*, p. 9, and in Table 7, p. 13.

[18] Tech 4, Fleet 3 is the "High" alternative in the *Agencies' Technical Report*, p. 9, and in Table 7, p. 13.

TRAC is recommending that LCDC set as percentage per capita reductions using 2005 as a reference year. Staff from state agencies and metropolitan planning organizations have recommended use of 2005 as a base year for targets because (1) better data is available for 2005 than 1990; and (2) 2005 corresponds more closely to existing plans. Both these factors make measurement of targets and development and evaluation of scenarios easier, as well as more understandable to the public and elected officials. At the same time, TRAC notes that while targets would be based on the 2005 reference year, they are set at a level that achieves reductions to 1990 levels, consistent with the overall statutory requirement.

Major Issues and Considerations

In developing its recommendations on the proposed rule, TRAC identified a number of issues that relate to target setting or scenario planning that go beyond specific considerations listed in House Bill 2001 and Senate Bill 1059 that guide LCDC in setting targets. These issues were discussed by TRAC and also reflect input and comments from metropolitan area planning staffs and from local officials. These issues also reflect comments received at a series of workshops conducted in metropolitan areas around the state in February and March 2011.

Major issues and concerns, and TRAC recommendations for addressing them—either through the proposed target rulemaking or otherwise—are discussed below.

The target rule should clearly explain the purpose of targets and how they relate to land use and transportation scenario planning as provided in House Bill 2001 and Senate Bill 1059

Issue

TRAC members and local governments expressed concern that adoption of targets through an administrative rule by LCDC conveys the sense that targets are a regulatory requirement and that scenario planning by metropolitan areas to meet the targets either is or will be mandated.

TRAC Recommendation

TRAC members felt strongly that the purpose of the targets should be clearly explained so that local governments, the public, and others clearly understand that the role of targets is to guide an initial round of scenario planning as provided for in House Bill 2001 and Senate Bill 1059. The committee discussed several ways that this might be accomplished, including this report or a staff report to LCDC that would provide a legislative history explaining the intent of the targets and their role in guiding scenario planning. TRAC members concluded that the nature of the target rule—which anticipates an iterative process between metropolitan areas and the state to conduct scenario planning and develop a statewide strategy for reducing greenhouse gas emissions—is best addressed by including an explanation of the role of targets in the rule itself. Section 0010 of the

proposed rule includes a detailed description of the purpose of the targets as they relate to scenario planning.

The target rule should include a clear description of the process and assumptions that were used in target setting

Issue

Local officials and others have expressed concern that LCDC clearly explain the information and analysis that is used to support the targets. This information is needed so that the public, local governments and others can understand how the targets were developed, and to monitor changes in information over time.

TRAC Recommendation

TRAC agrees that the rule should include an explanation of the process and assumptions used to establish the targets, and that this explanation should be adopted as part of the rule. Section 0015 of the proposed rule describes the target setting process and considerations that were used to prepare the proposed rule. These summarize major findings from the *Agencies' Technical Report* and set forth baseline assumptions about vehicle technologies, fuels and fleet to be used in applying the targets during scenario planning.

TRAC notes that the concept of greenhouse gas reduction targets is a new one, and as such will require building public understanding and support. Providing information in the rule about how targets were developed, and describing how targets are to be measured will help local officials and planners as they conduct scenario planning. Because targets are based on a series of assumptions about future vehicle technologies, fuels and fleet that are likely to change over time, it is also important to lay out these assumptions in the rule so that they can be evaluated, and revised as necessary, when LCDC conducts periodic review of the rule as provided in Section 0035 of the proposed rule.

The target rule should include a provision requiring LCDC to review and revise the targets to reflect new information about policies and actions to reduce greenhouse gas emissions

Issue

Local governments and others have expressed concern that much of the information upon which targets are based is likely to change over the next several years, in response to changes in technology, prices, government policies, and consumer preferences. There is concern that targets based on current information will be out of date, or that targets may not properly reflect available information or policies.

TRAC Recommendation

TRAC members agree that the targets should be reviewed on a regular basis to reflect new information about technology, evolving state and federal policies and the results of scenario planning. Section 0035 of the proposed rule requires LCDC to review the targets by June 1, 2015, and lists a range of factors to be considered, including new information, input from local governments and MPOs, and the results from scenario planning.

The targets should be designed to allow local governments flexibility on ways to meet the reduction targets

Issue

Local governments, including some TRAC members, have indicated that they want the rule to provide as much flexibility as possible in selecting tools or actions to meet the targets. The concern is that the targets will be set in a way which may limit local actions they might take to accomplish greenhouse gas reductions.

TRAC Recommendation

TRAC members generally supported the concern expressed by local governments and agreed that targets should be expressed in a way that allows local governments to count a broad range of local actions that reduce greenhouse gas emissions from light vehicle travel in metropolitan areas. TRAC members also agreed that targets should be set in a way that allows local governments to consider actions or programs that would reduce greenhouse gas emissions resulting from traffic congestion and that increase adoption of low emission vehicles.

TRAC also agreed with concerns expressed by several local governments that reduction targets not be set in the form of targets for vehicle miles traveled (VMT) reduction. At the same time, TRAC notes that actions to reduce VMT are likely to be a major means by which scenario planning accomplishes emission reductions.

TRAC notes that the proposed targets are for a reduction in greenhouse gas emissions from light vehicle travel. Provisions in the proposed rule specifically allow for local governments to count measures that increase adoption of improved vehicle technology—above and beyond the baseline assumptions—as they conduct scenario planning. In addition, Section 0030 of the proposed rule provides that local governments may use tools recommended by ODOT to account for greenhouse gas emission reductions from congestion reduction measures.

Reduction targets should allow local governments to count actions that they have already taken to accomplish greenhouse gas reductions

Issue

Local governments have done considerable work over the last 20 years to promote compact land use patterns, expand transportation options, and take other actions that are likely to help reduce greenhouse gas emissions. Local governments have asked that targets recognize work local governments have done and, in some way, allow local governments to count these efforts toward meeting the targets.

TRAC Recommendation

TRAC believes that the proposed targets address this issue. The proposed targets are expressed as reductions to be achieved from 1990 emission levels. This means that actions taken since 1990 that have resulted in reduced emissions would contribute towards meeting the target. For example, data presented in the *Agencies' Technical Report* shows that between 1990 and 2005 emissions per capita grew more slowly in some metropolitan areas than in others. Those areas that had lower increases in emissions would effectively get credit for that result because they would have proportionately less to do meet the reduction targets.

Targets should reflect the difference in the abilities of metropolitan areas to meet the greenhouse gas reductions

Issue

Local government officials, including some TRAC members, observed that individual metropolitan areas each face somewhat different challenges and opportunities and have different capabilities to make changes in land use and transportation patterns that would reduce greenhouse gas emissions. There is a general view that the Portland metropolitan area, given its higher densities, more extensive transit service, success in promoting compact development and unique regional governance structure is better positioned than other metropolitan areas to develop scenarios that achieve additional reductions in greenhouse gas emissions. By contrast, other metropolitan areas have relatively low densities and less experience and consequently more work to do to develop major new efforts to reduce greenhouse gas emissions.

TRAC Recommendation

TRAC members agree that LCDC should consider these differences in circumstances and capabilities of metropolitan areas as it sets reduction targets for individual areas. However, in the course of its work, TRAC did not receive information to enable it to make a specific recommendation about how to accomplish this, and the *Agencies' Technical Report* was not required by statute to provide such information.

Without this additional analysis, TRAC is unable to make a specific recommendation about how the proposed targets should be adjusted to address different situations and

capabilities of individual metropolitan areas. TRAC concludes that this is an unresolved issue that warrants further analysis as metropolitan areas conduct scenario planning and as ODOT conducts further work on the Statewide Transportation Strategy.

TRAC also recommends that LCDC consider the difference in the abilities of metropolitan areas to meet the reductions targets as it assesses the results of scenario planning when it conducts reviews of the target rule. The results of scenario planning should help illustrate differences in capabilities of individual metropolitan areas to achieve reductions given their unique circumstances and allow LCDC should to adjust the targets to account for these differences.

Reduction targets should take into account the amount of through travel and regional travel (i.e., travel that begins or ends outside a metropolitan area) which occurs in each metropolitan area

Issue

Light vehicle travel in metropolitan areas includes a combination of local travel—trips that begin and end within the metropolitan area—as well as trips that pass through the metropolitan area, or that begin or end outside the metropolitan area. The portion of travel that begins and or ends outside each metropolitan area varies. Local governments observe that they have little ability to affect external traffic and are concerned that the targets be set in a way that recognizes that they have little or no ability to accomplish reductions in through traffic and other external trips.

TRAC Recommendation

TRAC was not able to address this issue in detail. TRAC had hoped to have more detailed information about the extent of "external" travel that occurs in each of the metropolitan areas, but information was not available within the timeframe for preparing target recommendations. TRAC notes that this issue will likely be addressed through additional analysis to develop the Statewide Transportation Strategy. TRAC also expects that metropolitan areas will use scenario planning to evaluate and report on effect of longer-distance trips, as well as potential for growth in nearby areas to increase travel within metropolitan areas. In addition, the proposed rule calls for LCDC to review new information on this subject as part of periodic reviews of the target rule.

Scenario planning will require additional funding

Issue

Scenario planning to reduce greenhouse gas emissions is a new planning effort that will require new analytical tools and broad outreach to effectively engage the public and decision-makers in a meaningful discussion and evaluation of possible choices. Local officials advise they have limited staff and resources to conduct long-range planning and that these resources are fully subscribed meeting existing obligations. Consequently, in

order for scenario planning to happen, local governments will need both financial and technical assistance to conduct scenario planning.

TRAC Recommendation

TRAC concludes that additional funding and technical assistance will be needed to support metropolitan scenario planning.

Local governments have made it clear that scenario planning is unlikely to occur without additional funding support. The *Financing Report* prepared by ODOT and DLCD earlier this year indicates that scenario planning will require $200,000 to $1.5 million for each metropolitan area. TRAC also notes that the Oregon Transportation Commission has allocated $5.9 million for the current biennium and $8 million for the next biennium to support greenhouse gas emission reduction planning (and other planning work mandated by House Bill 2001).

TRAC also notes that technical assistance to conduct scenario planning is now underway as part of other work directed by Senate Bill 1059. This includes:

- Preparation of scenario planning guidelines;
- Development of a toolkit of greenhouse gas emission reductions programs and actions; and
- Development of a public outreach and engagement plan.

In addition ODOT has developed the GreenSTEP model to help support development of the Statewide Transportation Strategy and expects to adapt the model to help metropolitan areas evaluate alternatives as they conduct scenario planning.

Scenario planning should be conducted as part of comprehensive statewide effort to reduce greenhouse gas emissions and climate change

Issue

Local governments and others have expressed concern that target rulemaking and scenario planning are moving forward without the benefit of a comprehensive state plan or strategy for addressing climate change or reducing greenhouse gas emissions. Most want to make sure that the burden to reduce greenhouse gas emissions is not being unfairly or disproportionately directed to local governments or to reducing emissions from automobile travel.

TRAC Recommendation

TRAC members agree scenario planning should move forward in conjunction with development of a broader statewide strategy that addresses all sources and sectors of greenhouse gas emissions, and that includes comprehensive actions at the state level to reduce emissions in the transportation sector. TRAC believes that a statewide plan or strategy is also needed to address concerns expressed by some that climate change is not real or that efforts to reduce emissions in Oregon would be ineffective.

Development of state-level efforts for reducing emissions from light vehicle travel in metropolitan areas is especially important to the success of scenario planning in several ways:

- The recommended targets are to be achieved through a combination of state, regional and local efforts. Consequently, close coordination between state agencies and local governments will be needed as the State Transportation Strategy is developed and as scenario planning is conducted.
- Increased funding for transit and other modes of transportation, and expanded incentives or other programs to encourage or support use of alternative modes will be needed to achieve significant greenhouse gas emission reductions from light vehicles. Federal and state governments play a key role in providing financial support for transit and other modes.
- A significant portion of metropolitan travel and emissions result from trips that begin and/or end outside of metropolitan areas. Local governments' ability to affect these trips is limited. The state—through the Statewide Transportation Strategy—has a key role to address longer distance trips through efforts at the state-level, such as expanded intercity transit or expanded transportation demand management programs or incentives.

TRAC notes that other efforts are underway at the state level that will support planning by local governments. These include:

- Scientific study of the effects of climate change on Oregon's environment, communities and industries;
- Adaptation planning to minimize adverse effects and prepare Oregon communities for the effects of climate change; and
- Outreach and public engagement to expand public awareness of the effects of climate change on local communities and the importance of reducing greenhouse gas emissions from all sources.

Supporting Information

The following supporting information is available online or by request:

Proposed Rule

Metropolitan Greenhouse Gas Reduction Targets Rule, 4/1/2011:
http://www.oregon.gov/LCD/docs/rulemaking/2009-11/TRAC/PublishedDraftTargetsRuleapril1.pdf

Legislation

Senate Bill 1059 (signed into law as Oregon Laws 2010, chapter 85):
http://www.leg.state.or.us/10ssorlaws/0085.htm

House Bill 2001 (signed into law as Oregon Laws 2009, chapter 865):
http://www.leg.state.or.us/09orlaws/sess0800.dir/0865.htm

House Bill 2186 (signed into law as Oregon Laws 2009, chapter 754):
http://www.leg.state.or.us/09orlaws/sess0700.dir/0754.htm

House Bill 3543 (codified at ORS 468A.200 to 260):
http://www.leg.state.or.us/ors/468a.html

Reports

"Summary Calculations for Agencies Technical Report," Brian Gregor, ODOT, Transportation Planning Analysis Unit, 3/18/2011

Agencies' Technical Report, ODOT, DEQ & ODOE, 3/1/2011:
transmittal memo: http://www.oregon.gov/ODOT/TD/TP/docs/OSTI/TransMemo.pdf
full report: http://www.oregon.gov/ODOT/TD/TP/docs/OSTI/TechRpt.pdf

Financing Report, ODOT & DLCD, 1/27/2011:
http://www.oregon.gov/ODOT/TD/TP/docs/OSTI/FinanceRpt.pdf

Legislative Concepts Report: Responding to House Bill 2186 Section 10,
Metropolitan Planning Organization Greenhouse Gas Task Force, 1/11/2010:
http://www.oregon.gov/ODOT/TD/TP/docs/HB2186page/Report.pdf

Target Rulemaking Advisory Committee

"Summary of Comments from Target Rulemaking Briefings and Workshops," Robert Cortright, DLCD, 3/1/2011:
http://www.oregon.gov/LCD/docs/rulemaking/2009-11/TRAC/Mtg5/TRAC5-WorkshopsSummary.pdf

Summary notes for TRAC Meeting #1, 11/2/2010:
http://www.oregon.gov/LCD/docs/rulemaking/2009-11/TRAC/TRAC_Mtg1Notes_2010-11-02.pdf

Summary notes for TRAC Meeting #2, 12/21/2010:
http://www.oregon.gov/LCD/docs/rulemaking/2009-11/TRAC/TRAC_Mtg2NotesRv_2011-02.pdf

Summary notes for TRAC Meeting #3, 1/20/2011:
http://www.oregon.gov/LCD/docs/rulemaking/2009-11/TRAC/TRAC_Mtg3Notes_2011-01-20.pdf

Summary notes for TRAC Meeting #4, 2/9/2011:
http://www.oregon.gov/LCD/docs/rulemaking/2009-11/TRAC/Mtg5/TRAC_Mtg4_Summary_2011-02.pdf

Summary notes for TRAC Meeting #5, 3/8/2011:
http://www.oregon.gov/LCD/docs/rulemaking/2009-11/TRAC/Mtg6/TRAC_Notes_Mtg5_2011-03-08.pdf

Summary notes for TRAC Meeting #6, 3/30/2011

Additional information about the Target Rulemaking Advisory Committee:
http://www.oregon.gov/LCD/target_rulemaking_advisory_committee.shtml

Oregon Sustainable Transportation Initiative

Additional information about the Oregon Sustainable Transportation Initiative:
http://www.oregon.gov/ODOT/TD/TP/OSTI.shtml

Proposed Greenhouse Gas Reduction Targets for Metropolitan Areas

April 2011

State Greenhouse Gas Reduction Goals

...to take necessary action to begin reducing greenhouse gas emissions in order to prevent disruption of Oregon's economy and quality of life

- 2010: stop growth of GHG emissions
- 2020: 10% below 1990 levels
- 2050: 75% below 1990 levels

HB 3543 (2007)

Oregon Transportation GHG Emission Reduction Planning

Statewide Transportation Strategy

Statewide strategy for reducing GHG emissions from the transportation sector to aid in achieving legislated GHG reduction targets.

To be adopted by the Oregon Transportation Commission.

- ***Policy Committee***
- ***Technical Advisory Committee***

Agency Technical Report

ODOT, DEQ, and ODOE provide estimates of 1990 light vehicle GHG emissions and forecasts of future vehicle fleet and fuel characteristics.

Scenario Planning Guidelines

Guidelines and process for metropolitan areas to develop land use and transportation scenarios to meet GHG reduction targets.

Toolkit

Information on actions and programs local governments may undertake to reduce GHG emissions from light vehicles.

Public Education

Statewide public outreach and education about the need to reduce GHG emissions from light vehicles and about the costs and benefits of reducing GHG emissions.

LCDC Rulemaking to Set Metropolitan Area Light Vehicle GHG Emissions Targets

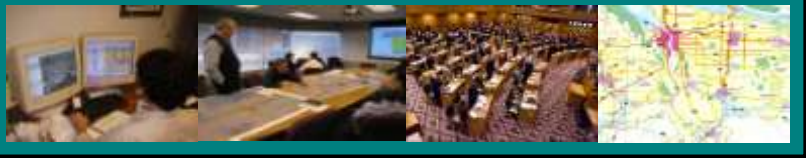
- ***Target Rulemaking Advisory Committee (TRAC)***

Role of Targets

- Guide planning by state and metropolitan areas
- Help meet state goal to reduce GHG emission in 2050 to 75% below 1990 levels

Scenario Planning

- Estimate what it would take to meet targets
- Changes to land use and transportation
- Estimate costs and benefits
- Inform legislative discussion and plan updates



HB 2001/SB1059

- LCDC to adopt targets by June 1
- ODOT, DEQ & ODOE estimate:
  - Reductions needed in 2035 to meet 2050 goal
  - Expected contribution of changes to vehicle technology, fleet & fuels by 2035

Recommended 2035 Goal

Agencies' Technical Report recommends:

- **52%** reduction in emissions
- **= 5%** reduction per year

…to be on track for 2050 reduction goal of 75%

Improvements in Technology, Fleet & Fuels

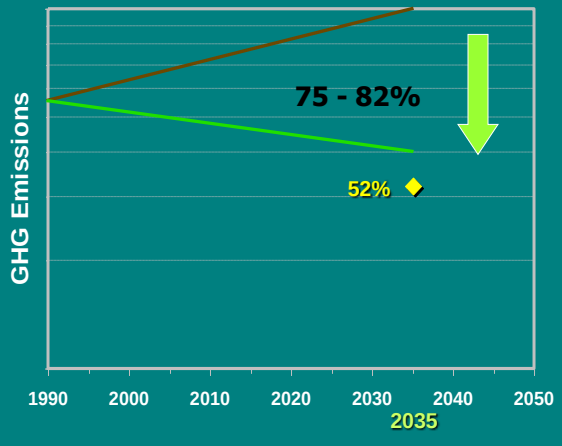
TRAC recommendation based on ATR

- Auto fuel economy increases to over 60 mpg by 2035
- Shift to more cars; fewer pickups & SUVs
- Growth in electric vehicles (EVs)
- More low carbon fuels

2035 Technology & Fleet Estimates for Portland Metro

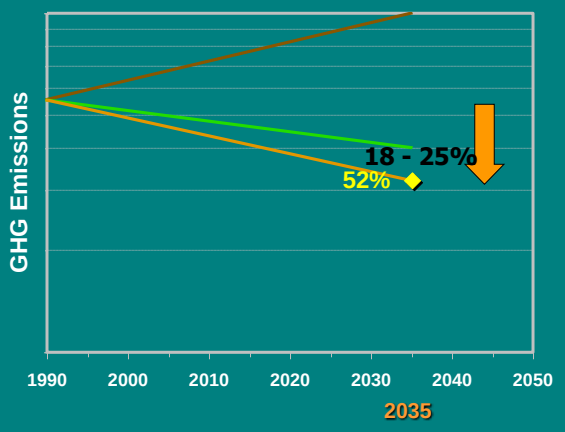
	Fuel Economy **mpg** cars & trucks	**Fleet Mix** **percentage** cars & trucks	**% Hybrids** cars & trucks	Carbon Content of Fuels % improvement
2005	28 - 20	57 - 43	0	0
2035	68 - 48	71 - 29	8 - 2	20

Technology and Fleet Changes



...get most of the way to the 2035 goal

Targets



additional efforts are needed to reach 2035 goal

Proposed Targets

Metropolitan Area	Proposed Reduction Target
Portland Metro	21%
Eugene-Springfield	21%
Salem-Keizer	18%
Rogue Valley	24%
Bend	25%
Corvallis	23%

What's in the rule?

- Targets
  - Per capita reduction
  - Percentage reduction (18 – 25%)
  - Reduction from 2005 levels
- Reductions are in addition to expected baseline improvements in technology/fleet/fuels
- LCDC to review targets by June 2015

Targets Guide State & Metropolitan Planning

- State
  - Statewide Transportation Strategy prepared by ODOT
- Local - Regional
  - Land Use and Transportation Scenario Planning

Key Actions to meet targets…

- Changes to land use and transportation plans that
  - Reduce trip lengths
  - Expand transportation options
- Boost the adoption of new technology

Next Steps

- ODOT work on state level actions and assumptions (Statewide Trans Strategy)
- Metro develops/evaluates scenarios
- Other metropolitan areas encouraged to start:
  - Review existing plans
  - Identify actions to reduce GHG emissions

State Assistance

- Scenario Planning Guidelines
- GHG Reduction Toolkit
- Public Outreach Plan

Comments on the Rule

- Public hearing April 21st
- LCDC will consider adopting the rule at its May 19th meeting

Both meetings will be held in Salem at the Agriculture Building, 635 Capitol Street NE