



& Associates

M E M O R A N D U M

TO: Joint OTC/LCDC Transportation Subcommittee
FROM: Frank Angelo, Principal
DATE: September 16, 2005
CC:
FILE #: 009-005
RE: TPR Purpose Statement – Revised Version

Transportation Planning Rule Purpose Statement – Revised Version

At the July 19th Joint OTC/LCDC Transportation Subcommittee meeting staff presented proposed revisions to the Transportation Planning Rule Purpose Statement (OAR 660-012-0000). In response to staff's recommended changes, some members of the TPR Work Group expressed their thoughts that the revised Purpose Statement altered the intent and direction of the original Purpose Statement. The Joint Subcommittee's review indicated that they were comfortable with the revisions, which they felt reflected the policy direction contained in OAR 660-012, and that they did not see specific instances where the original intent had been altered. The Joint Subcommittee requested that staff discuss the revised Purpose Statement with the Work Group. They suggested that if concerns remained, that Work Group members identify the following:

1. Specific examples of where a policy shift has occurred;
2. Elements that are missing in the draft Purpose Statement; and
3. Specific language to address any concerns.

The TPR Work Group met on two occasions to discuss the Purpose Statement (August 2nd and September 9th). Following the August 2nd Work Group meeting, staff received written comments from Work Group members and other interested stakeholders regarding the Purpose Statement. These comments are included in the packet for the September 23rd Joint Subcommittee meeting.

Based on staff's review and analysis of these comments, staff revised the August 2nd draft of the Purpose Statement to incorporate many of the comments, either through additional language or clarification of language in the draft. The revised Purpose Statement was discussed with the Work Group at its September 9th meeting, at which time several additional changes were suggested which staff has incorporated into the attached proposed Purpose Statement.

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In preparing the revised Purpose Statement the Work Group considered on September 9th, staff considered a number of factors. These included direction from the TPR Joint Subcommittee to maintain consistency with existing TPR policies while presenting the Purpose Statement in a clear and understandable manner. The TPR Joint Subcommittee indicated that there should be no change in policy intent or direction expressed in the Purpose Statement and the revisions should focus on a clearer articulation of the purpose of the TPR. Many of the comments received supported this guidance and are included in the revised Purpose Statement.

In general, many of the Work Group comments suggested that the Purpose Statement reinforce the connection between land use and transportation planning, the need to further highlight transportation choices or options when developing transportation system plans, the connection of the TPR to other statewide goals and rules, and more clarity on the level of planning expectations for jurisdictions of varying sizes. Staff incorporated these concepts in the revised Purpose Statement while keeping in mind that the Purpose Statement is intended to be a broad expression of policy intent and that the actual steps to implement the policy direction are contained within the entire division (OAR 660-012).

The attachments to this memo provide the following:

1. Revised Purpose Statement (dated September 16th) that presents a “clean” version of the staff’s recommendation based on comments received through the September 9th Work Group meeting.
2. A “track changes” comparison of the August 2nd draft of the Purpose Statement with the recommended amended version (September 16th) that indicates where changes were made. Changes made following the September 9th Work Group meeting are highlighted in yellow on this version
3. The existing TPR Purpose Statement.

The Work Group generally endorsed the revisions to the Purpose Statement with the changes noted at the meeting. Some members of the Work Group have continued concerns that the proposed revisions to the Purpose Statement reflect a shift in policy away from the perceived current emphasis on reducing reliance on the automobile. As well, some concerns were raised that the proposed revisions move the Purpose Statement away from a more visionary or proactive statement to a statement that is perceived as more bureaucratic and diminished expression of policy contained in the TPR.

Staff believes that the September 16th revisions to the TPR Purpose Statement are easier to follow, present the broad purpose and objectives of the TPR in a clear manner and do not change any of the original objectives contained in the current Purpose Statement. We look forward to discussing the revisions to the Purpose Statement with the September 23rd Joint Subcommittee meeting.

PROPOSED TRANSPORTATION PLANNING RULE PURPOSE STATEMENT

Division 12

Transportation Planning

660-012-0000

Purpose

Amended Draft September 16, 2005

- (1) This division implements Statewide Planning Goal 12 (Transportation) to provide and encourage a safe, convenient and economic transportation system. This division also implements provisions of other statewide planning goals related to transportation planning in order to plan and develop transportation facilities and services in close coordination with urban and rural development. The purpose of this division is to direct transportation planning in coordination with land use planning to:
- (a) Promote the development of transportation systems adequate to serve statewide, regional and local transportation needs and the mobility needs of the transportation disadvantaged;
 - (b) Encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit.
 - (c) Provide for safe and convenient vehicular, transit, pedestrian, and bicycle access and circulation.
 - (d) Facilitate the safe, efficient and economic flow of freight and other goods and services within regions and throughout the state through a variety of modes including road, air, rail and marine transportation;
 - (e) Protect existing and planned transportation facilities, corridors and sites for their identified functions;
 - (f) Provide for the construction and implementation of transportation facilities, improvements and services necessary to support acknowledged comprehensive plans;

- (g) Identify how transportation facilities are provided on rural lands consistent with the goals;
 - (h) Ensure coordination among affected local governments and transportation service providers and consistency between state, regional and local transportation plans; and
 - (i) Ensure that changes to comprehensive plans are supported by adequate planned transportation facilities.
- (2) In meeting the purposes described in section (1), coordinated land use and transportation plans should ensure that the planned transportation system supports a pattern of travel and land use in urban areas that will avoid the air pollution, traffic and livability problems faced by other large urban areas of the country through measures designed to increase transportation choices and make more efficient use of the existing transportation system.
- (3) The extent of planning required by this division and the outcome of individual transportation plans will vary depending on community size, needs and circumstances. Generally, larger and faster growing communities and regions will need to prepare more comprehensive and detailed plans, while smaller communities and rural areas will have more general plans. For all communities, the mix of planned transportation facilities and services should be sufficient to ensure economic, sustainable and environmentally sound mobility and accessibility for all Oregonians. Coordinating land use and transportation planning will also complement efforts to meet other state and local objectives, including containing urban development, reducing the cost of public services, protecting farm and forest land, reducing air, water and noise pollution, conserving energy and reducing emissions of greenhouse gases that contribute to global climate change.
- (a) In all urban areas, coordinated land use and transportation plans are intended to provide safe and convenient vehicular circulation and to enhance, promote and facilitate safe and convenient pedestrian and bicycle travel by planning a well-connected network of streets and supporting improvements for all travel modes.
 - (b) In urban areas that contain a population greater than 25,000 persons, coordinated land use and transportation plans are intended to improve livability and accessibility by promoting

the provision of transit service where feasible and more efficient performance of existing transportation facilities through transportation system management and demand management measures.

(c) Within metropolitan areas, coordinated land use and transportation plans are intended to improve livability and accessibility by promoting changes in the transportation system and land use patterns. A key outcome of this effort is a reduction in reliance on single occupant automobile use, particularly during peak periods. To accomplish this outcome, this division promotes increased planning for alternative modes and street connectivity and encourages land use patterns throughout urban areas that make it more convenient for people to walk, bicycle, use transit, use automobile travel more efficiently, and drive less to meet their daily needs. The result of applying these portions of the rule will vary within metropolitan areas. Some parts of urban areas, such as downtowns, pedestrian districts, transit-oriented developments and other mixed-use, pedestrian-friendly centers, will be highly convenient for a variety of modes, including walking, bicycling and transit, while others will be auto-oriented and include more modest measures to accommodate access and circulation by other modes.

(4) This division sets requirements for coordination among affected levels of government and transportation service providers for preparation, adoption, refinement, implementation and amendment of transportation system plans. Transportation system plans adopted pursuant to this division fulfill the requirements for public facilities required under ORS 197.712(2)(e), Goal 11 and OAR Chapter 660, Division 011, as they relate to transportation facilities. The rules in this division are not intended to make local government determinations “land use decisions” under ORS 197.015(10). The rules recognize, however, that under existing statutory and case law, many determinations relating to the adoption and implementation of transportation plans will be land use decisions.

PROPOSED TRANSPORTATION PLANNING RULE PURPOSE STATEMENT

Division 12

Transportation Planning

660-012-0000

Purpose

Amended Draft September 16, 2005

(Track Changes Version)

(Highlighted sections note changes from September 9th Work Group Meeting)

- (1) This division implements Statewide Planning Goal 12 (Transportation) to provide and encourage a safe, convenient and economic transportation system. This division also implements provisions of other statewide planning goals related to transportation planning in order to plan and develop transportation facilities and services in close coordination with urban and rural development. **The purpose of this division is to direct transportation planning in coordination with land use planning to:**
 - (a) Promote the development of transportation systems adequate to serve statewide, regional and local transportation needs and the mobility needs of the transportation disadvantaged;
 - (b) Encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit.
 - (c) Provide for safe and convenient vehicular, transit, pedestrian, and bicycle access and circulation
 - (d) Facilitate the safe, efficient and economic flow of freight and other goods and services within regions and throughout the state through a variety of modes including road, air, rail and marine transportation;**
 - (e) Protect existing and planned transportation facilities, corridors and sites for their identified functions;

- (f) Provide for the construction and implementation of transportation facilities, improvements and services necessary to support acknowledged comprehensive plans;
 - (g) Identify how transportation facilities are provided on rural lands consistent with the goals;
 - (h) Ensure coordination among affected local governments and transportation service providers and consistency between state, regional and local transportation plans; and
 - (i) Ensure that changes to comprehensive plans are supported by adequate planned transportation facilities.
- (2) In meeting the purposes described in section (1), coordinated land use and transportation plans should ensure that the planned transportation system supports a pattern of travel and land use in urban areas that will avoid the air pollution, traffic and livability problems faced by other large urban areas of the country through measures designed to increase transportation choices and make more efficient use of the existing transportation system.
- (3) The extent of planning required by this division and the outcome of individual transportation plans will vary depending on community size, needs and circumstances. Generally, larger and faster growing communities **and regions** will need to prepare more comprehensive and detailed plans, while smaller **communities** and rural areas will have more general plans. For all communities, the mix of planned transportation facilities and services should be sufficient to ensure economic, sustainable and environmentally sound mobility and accessibility for all Oregonians. Coordinating land use and transportation planning will also complement efforts to meet other state and local objectives, including containing urban development, reducing the cost of public services, protecting farm and forest land, reducing air, water and noise pollution, conserving energy and reducing emissions of greenhouse gases that contribute to global climate change.
- (d) In all urban areas, coordinated land use and transportation plans are intended to provide safe and convenient vehicular circulation and to enhance, promote and facilitate safe and convenient pedestrian and bicycle travel by planning a well-connected network of streets and supporting improvements for all travel modes.

- (e) In urban areas that contain a population greater than 25,000 persons, coordinated land use and transportation plans are intended to improve livability and accessibility by promoting the provision of transit service where feasible and more efficient performance of existing transportation facilities through transportation system management and demand management measures.
 - (f) Within metropolitan areas, coordinated land use and transportation plans are intended to improve livability and accessibility by promoting changes in the transportation system and land use patterns. A key outcome of this effort is a reduction in reliance on single occupant automobile use, particularly during peak periods. To accomplish this outcome, this division promotes increased planning for alternative modes and street connectivity and encourages land use patterns throughout urban areas that make it more convenient for people to walk, bicycle, use transit, use automobile travel more efficiently, and drive less to meet their daily needs. The result of applying these portions of the rule will vary within metropolitan areas. Some parts of urban areas, such as downtowns, pedestrian districts, transit-oriented developments and other mixed-use, pedestrian-friendly centers, will be highly convenient for a variety of modes, including walking, bicycling and transit, while others will be auto-oriented and include more modest measures to accommodate access and circulation by other modes.
- (4) This division sets requirements for coordination among affected levels of government and transportation service providers for preparation, adoption, refinement, implementation and amendment of transportation system plans. Transportation system plans adopted pursuant to this division fulfill the requirements for public facilities required under ORS 197.712(2)(e), Goal 11 and OAR Chapter 660, Division 011, as they relate to transportation facilities. The rules in this division are not intended to make local government determinations “land use decisions” under ORS 197.015(10). The rules recognize, however, that under existing statutory and case law, many determinations relating to the adoption and implementation of transportation plans will be land use decisions.

EXISTING TRANSPORTATION PLANNING RULE PURPOSE STATEMENT

Division 12

Transportation Planning

660-012-0000

Purpose

The purpose of this Division is to implement Statewide Planning Goal 12 (Transportation) and promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile so that the air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided. It is also the purpose of this Division to explain how local governments and state agencies responsible for transportation planning demonstrate compliance with other statewide planning goals and to identify how transportation facilities are provided on rural lands consistent with the goals. The division sets requirements or coordination among affected levels of government for preparation, adoption, refinement, implementation and amendment of transportation system plans. Transportation system plans adopted pursuant to this Division fulfill the requirements for public facilities planning required under ORS 197.712(2)(e), Goal 11 and OAR Chapter 660, Division 11, as they relate to transportation facilities. Through measures designed to reduce reliance on the automobile, this division is also intended to assure that the planned transportation system supports a pattern of travel and land use in urban areas which will avoid the air pollution, traffic and livability problems faced by other areas of the country. This portion of the rule aims to improve the livability of urban areas by promoting changes in land use patterns and the transportation system that make it more convenient for people to walk, bicycle and use transit, and drive less to meet their daily needs. Changing land use and travel patterns will also complement state and local efforts to meet other objectives, including containing urban development, reducing the cost of public services, protecting farm and forest land, reducing air, water and noise pollution, conserving energy and reducing emissions of greenhouse gases that contribute to global climate change. The result of applying these portions of the rule will vary within urban areas. Some parts of urban areas, such as downtowns, pedestrian districts, transit-oriented developments and other mixed-use, pedestrian-friendly centers, will be highly convenient for a variety of modes, including walking, bicycling and transit, while others will be auto-oriented and include more modest measures to accommodate access and circulation by other modes. The rules in this Division are not intended to make local government determination “land use decisions” under ORS 197.015(10). The rules recognize, however, that, under existing statutory and case law, many determinations relating to the adoption and implementation of transportation plans will be land use decisions.