



TECHNICAL MEMORANDUM # 1

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SUBJECT: TPR Modeling and Analysis Guides Update Project #22129-005
Tech Memo #1: OAR Review

OREGON ADMINISTRATIVE RULES REVIEW

This memorandum summarizes a review of specific Oregon Administrative Rules (OARs) related to DLCD's Climate Friendly and Equitable Communities (CFEC) program. The purpose of this review was to identify which new or recently modified OARs might influence transportation analysis, modeling processes or procedures. The following OARs were reviewed:

- Transportation Planning Rules (TPR) (OAR 660-012)
- Metropolitan Greenhouse Gas (GHG) Reduction Targets (OAR 660-044)

The attached table summarizes:

- OAR section and title,
- a summary of recent OAR changes including the type of changes (none, edits or new section),
- whether the changes reference analysis or procedures,
- whether the changes potentially require new analysis and procedures guidance
- a brief description of the potential analysis and procedures impact

This OAR review summary table (attached) will help inform and focus future guidance updates.

OAR Rule	Title	Type of Change	Summary of OAR Changes	Do OAR changes reference analysis/ procedures (A&P) and potentially require new guidance?	Potential A&P Impacts	Notes/Discussion Questions/Ideas	Potential OAPM Changes?	Potential MAG Changes?	Potential MPMLUC Changes?	Potential TSP Guidelines Changes (for Analysis)?	Potential Dev-Rev Guidelines Changes (for Analysis)?	Potential Scenario Planning Impacts (Climate Office)?	Potential DLCD Guidance Needed (for Analysis)?
			Edited to be explicit that transportation planning should provide for safe travel of all Oregonians, including those who cannot drive. Added emphasis on equity, underserved populations, climate pollution, and wildlife/environmental impacts.	No		The updated purpose focuses in areas where Oregon is most deficient. Oregon is falling short on transportation safety (with traffic deaths trending higher and four times that of leading countries, and twice that of Canada), so the purpose here is the emphasis on safety. As the roadway network is relatively complete for cars, we focus on ensuring quality options for other modes. This purpose highlights climate pollution, and Oregon's need to meet our goals to reduce that pollution. Oregon's transportation system has inequitably impacted key underserved populations, and decision making has centered the voices of the privileged at the expense of those populations. This purpose acknowledges those problems and focuses on remedies. The purpose retains key coordination and planning elements.							
660-012-0000	Purpose	Edits		No									
660-012-0005	Definitions	Edits	Added definitions for terms referenced in the new rules and deleted items replaced by new terms or definitions. New definitions largely pertain to climate-friendly areas, parking, facility definitions, equity, and other miscellaneous terms.	Yes	Definition for VMT has changed which will influence how VMT is calculated.	-VMT now defined as, "...all jurisdiction household-based light vehicle travel regardless of where the travel occurs."	X	X	X				
660-012-0010	Transportation Planning	None	Distinguishes between planning and project development, limitations on existing plans/programs; and clarifies that the rules are not intended to place adoption or enforcement of measures that limit bike/ped/transit.	N/A									
660-012-0011	Applicable Rules	New section	Defines which rules apply to cities and counties and specifies that the new rules from section -0100 to -0920 apply to cities within MPAs.	No									
660-012-0012	Effective Dates and Transition	New section	Provides the effective date for when the rules apply to cities/counties inside MPAs. The section also provides exceptions to the rules. Section (2) and (4) are important. Section (2) describes applicability of Interim updates to TSPs (i.e., minor updates to an existing TSP that won't require all new rules to apply). This section will be relevant for a limited time until all TSPs have been updated to meet current rules. Section (4) defines deadlines for when specific sections of the rules need to be implemented.	No		Assuming DLCD is providing on-street parking guidance.							
660-012-0015	Preparation and Coordination of Transportation System Plans	Edits	Removed references to MPAs	No									
660-012-0016	Coordination with Federally-Required Regional Transportation Plans in Metropolitan Areas	Deleted	Section deleted and replaced with new sections applicable to MPAs	N/A									
660-012-0020	Elements of Transportation System Plans	None	No changes	N/A									
660-012-0025	Complying with the Goals in Preparing Transportation System Plans; Refinement Plans	None	No changes	N/A									
660-012-0030	Determination of Transportation Needs	None	No changes	N/A									
660-012-0035	Evaluation and Selection of Transportation System Alternatives	Edits	Removed references to MPAs	No									
660-012-0040	Transportation Financing Program	None	No changes	N/A									
660-012-0045	Implementation of the Transportation System Plan	Edits	Removed references to MPAs	No									
660-012-0050	Transportation Project Development	None	No changes	N/A									
660-012-0055	Timing of Adoption and Update of Transportation System Plans; Exemptions	None	No changes	N/A									
660-012-0060	Plan and Land Use Regulation Amendments	Edits	Remove references to planned function or capacity and leaves only performance standards as what shall be considered when evaluating plan amendments. Also states that if the performance standard relies on vehicle traffic volumes, the projected volumes at the TSP horizon year should be used to evaluate performance. The rule does not require a traffic volume based performance standard be used to evaluate plan amendments.	No		- Assuming guidance is already provided given text has not significantly changed - Provides standards for demand reduction allowances which may influence transportation analysis. - Likely overlaps with development review guidance.					X		
660-012-0065	Transportation Improvements on Rural Lands	None	No changes	N/A									
660-012-0070	Exceptions for Transportation Improvements on Rural Land	None	No changes	N/A									
660-012-0100	Transportation System Plans in Metropolitan Areas	New section	Provides an overview of how cities will be required to adopt, amend, and implement TSPs. The rule lists all required elements of a TSP in an MPA and provides direction on determining base and horizon years.	No		Details are covered in later sections (e.g. this section notes equity analysis, which is described in more detail in 660-012-0135).							
660-012-0105	Transportation System Plan Updates	New section	Differentiates between minor and major updates and what elements of a TSP must be updated for each.	No									
660-012-0110	Transportation System Planning Area	New section	Defines geographic scope for cities and counties. Default assumes cities will plan for entire urban area within UGB, including unincorporated areas. Counties can opt to handle planning in urban unincorporated areas.	No									
660-012-0115	Funding Projections	New section	Describes how to develop funding projections. Funding projections shall include a list of sources and the amount of funding available for projects over the planning period.	No									
660-012-0120	Transportation System Planning Engagement	New section	Requires TSPs be prepared with public engagement and decision making consistent with statewide goals. Emphasizes engagement with underserved populations.	No									
660-012-0125	Underserved Populations	New section	Defines underserved populations. Requires cities and counties to identify areas with concentrations of underserved population; to identify and engage with tribes.	No									
660-012-0130	Decision-Making with Underserved Populations	New section	Directs how to center underserved populations in decision-making. Requires local governments to implement an involvement program to ensure equitable participation. Requires local gov's to regularly assess and report on progress.	No		- Process focused							
660-012-0135	Equity Analysis	New section	Provides direction on conducting an equity analysis. Equity analysis intended to identify impacts on impacted communities, identify strategies to minimize consequences, and report back.	No	Requirements for equity analysis are referred to section 0905	- To what degree is this analysis standardized? Is this captured in TSP Guidelines? - Does this section require development of an analytical process to complete an equity analysis? Or just it just merely require one to be done (without a formal procedure)? - Equity analysis is not in APM to date and it would be good to discuss how it can be quantified. This could be a springboard for other applications. - Does the required equity analysis align with what the Fed's want MPOs (and Transit Districts) to do? Does it complement it? How can we set up models to output measures that would impact all equity definitions (local, state, federal).							
660-012-0140	Transportation System Planning in the Portland Metropolitan Area	New section	Defines what specifically applies to cities in the Portland Metro area, including local planning for cities and counties. Some overlap with 660-012-0016 that was deleted as part of the rule update.	No									
660-012-0145	Transportation Options Planning	New section	Requirements for the Transportation Options element of the TSP.	Yes	May need to recommend methods to model TDM actions.	- How to incorporate trip reduction strategies, TDM policies, etc. into modelling - While guidance on modelling TDM strategies exist, it is currently spread through multiple references and could be consolidated. - Section 145 TO analysis needs are more integrated in other sections like 830 and how to quantify how much TO programming really reduces / mitigates VMT. This could play into development of the constrained project list - TDM impacts will need to be accounted for in other rules (0160), not in this rule. 0145 only says to put a TO element in the TSP.	X	X	X	X			
660-012-0150	Transportation System Inventories	New section	General requirements for inventories. Specific requirements for each mode are in separate rules, below.	No									
660-012-0155	Prioritization Framework	New section	Sets the context for prioritizing projects, placing an emphasis on reducing pollution, increasing equitable outcomes, safety, and accessibility.	Maybe	Analysis may be needed to support prioritization framework, including VMT, mode shift, performance targets, equitable outcomes, etc.	- Primarily process-based, so no analysis guidance may be needed. - APM may provide case study example of prioritization method calculation, e.g. weight for projects/treatments appropriate for within/outside CFAs and high-equity areas. - How can the VMT reduction effects of TO or more programmatic solutions be quantified (even something simple) to feed into project prioritization (and that overall project list that reduces VMT/capita)? - A model prioritization framework and case study may be helpful.	X			X			
660-012-0160	Reducing Vehicle Miles Traveled	New section	Requires cities and counties to use VMT as a measure for GHG pollutants for jurisdictions that do not have an approved Regional Scenario Plan; requires the city or county to adopt a TSP that is projected to reduce VMT. Cities, counties, or Metro must prepare projections for VMT per capita at the horizon year from the financially constrained project list. A TSP may only be adopted if the projected VMT per capita at the horizon year using the financially constrained project list is lower than the estimated VMT per capita at the base year unless there are no projects that require review per -0830.	Yes	Household-based VMT per capita analysis for entire municipality (horizon versus base year)	- Need to develop the analysis methodology for calculating HH-based vmt per capita and borders (e.g. city limits or UGB). Will need to consider methodology for trips traveling outside model extents. - Reference scenario assumptions. In Metro (and optionally elsewhere), may be required to meet the VMT/cap targets in TSPs (confirm with Brian/Theresa). To do so, they can include state-led actions and conditions in the target rule (e.g., VMT fees). - See 044-0930 for Scan Planning	X	X	X	X		X	
660-012-0170	Unconstrained Project List	New section	Describes how cities and counties take the combined list of projects developed in the modal elements of the TSP, develop multimodal projects, and produce a combined project list which is then used to develop an "unconstrained" project list that would reduce per capita VMT, have equitable burdens and benefits, and achieve the performance targets per -0910.	Maybe	Possibly need guidance to score project VMT benefits & impacts. Maybe even a qualitative approach by type and extent of improvements.	- While this section deals with project comparison and prioritization, it is likely qualitative and addressed through TSP Guidelines and may not be necessary to incorporate into A&P. - All ped/bike/transit/micromobility projects can be assumed to reduce vmt. Auto projects will be able to be tested through modeling. - APM may provide case study example of prioritization method calculation, e.g. weight for projects/treatments appropriate within/outside CFAs. - Develop a method of prioritization to reduce VMT, benefits/burdens on underserved populations, and help achieve performance targets. Will want guidance on how to score projects. Look to STIP, Portland, and Eugene as examples. - Consider impacts of VMT reduction from bike, ped, transit, ITS, etc. How do we account for benefits with "missing link" projects in modeling?	X			X			

Abbreviations:
A&P - Analysis and procedures
OAPM - Oregon Analysis and Procedures Manual
MAG - Model Applications Guidelines
MPMLUC - Modeling Procedure Manual for Land Use Changes

