



# Oregon

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TO: Land Conservation and Development Commission

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SUBJECT: **Agenda Item 3, January 23-24, 2020, LCDC Meeting**

## **BRIEFING ON STATEWIDE TRANSPORTATION STRATEGY AND RELATED LAND USE ACTIONS**

### **I. AGENDA ITEM SUMMARY**

The Oregon Department of Land Conservation and Development (DLCD or department) and Oregon Department of Transportation (ODOT) staff will provide a briefing to the Land Conservation and Development Commission (LCDC or commission) on the Statewide Transportation Strategy (STS); the 2018 STS Monitoring Report; and land use actions to reduce greenhouse gas emissions from transportation.

For further information about this report, please contact Palmer Mason, Senior Policy Advisor, at 503-934-0020 or [palmer.mason@state.or.us](mailto:palmer.mason@state.or.us).

### **II. BACKGROUND**

#### **A. STATEWIDE TRANSPORTATION STRATEGY**

ODOT completed the [Oregon Statewide Transportation Strategy \(STS\)](#) in 2013. The strategy is focused on reducing greenhouse gas emissions from the transportation sector and spans the authority of multiple state agencies. The STS is a state-level scenario planning effort that, if fully implemented, is intended to reduce greenhouse gas emissions from transportation 60% below 1990 levels by 2050.

The STS sets a vision for achieving the necessary transportation related greenhouse gas reductions, and identifies “what it will take” across six key categories:

1. Vehicle and engine technology advancements
2. Fuel technology advancements
3. Systems and operations performance
4. Transportation options
5. Efficient land use
6. Pricing funding and markets

## **B. STATEWIDE TRANSPORTATION STRATEGY MONITORING REPORT**

In 2018, ODOT released the [STS Monitoring Report](#), which addressed the ODOT led actions contained in the STS Short-Term Implementation Plan, described additional emissions reduction efforts by the agency, and provided a summary of progress towards achieving the overall STS vision. The key takeaway of the report was that if present trends continue, Oregon is projected to reduce greenhouse gas emissions by only 15-20% below 1990 levels by 2050. This falls far short of the STS vision of a 60% reduction needed to meet the state's overall goals.

The actions that were included in the report that are trending away from the STS vision include:

- Sport Utility Vehicle (SUV)/Light truck share and vehicle age are increasing;
- Bus fuels are not converting to low carbon sources as projected;
- Parking is still priced too low; and
- Carbon and other negative externalities are still not priced.

## **C. LAND USE ACTIONS TO REDUCE GREENHOUSE GAS EMISSIONS**

Compact, mixed-use development is a key enabling strategy for reducing greenhouse gas emissions. These development patterns provide the context for transit, walking, biking, and other non-auto modes of transportation to succeed. Strategies identified in the STS promote more efficient movement throughout the transportation system by supporting compact growth and development.

In 2018, the department provided the analysis for the land use measures in ODOT's STS monitoring report. The two STS performance measures to track progress towards the efficient land use strategy are discussed below: Urban Growth Boundaries and compact mixed-use development.

Oregon's land use system has largely been successful in creating more climate friendly land use patterns than in other states. However, there is more work to be done. For example, as the state faces the housing crisis, new housing development should be particularly encouraged in locations that enable low carbon modes of transportation.

## 1. Urban Growth Boundaries (UGBs)

### *Concept*

Urban Growth Boundaries (UGBs) reduce greenhouse gases by regulating urban growth and preventing the sprawling pattern of growth between cities that results in longer trip lengths and promotes auto-oriented development.

### *STS Goal*

“Create full-service healthy urban areas to accommodate most expected population growth within existing UGBs through infill and redevelopment.”

### *STS Trajectory*

On average, UGBs in metropolitan areas are expanded by no more than 15% of the rate of metropolitan area population growth.

### *Findings*

On a statewide average, metropolitan area urban growth boundaries have expanded at about 17% of the rate of metropolitan area population growth from 1990 to 2015. The rate of UGB expansion has been slightly higher, but is close to meeting the STS vision

Due to the nature of UGB expansions, which occur on an irregular basis, this measure will produce uneven results over time. For instance, over the five year period that the Grants Pass MPO was included in the monitoring (Grants Pass was designated as an MPO in 2012), the City of Grants Pass adopted a UGB amendment, the first comprehensive expansion of its urban growth boundary in over 20 years that primarily added surrounding rural residential lands that are already somewhat developed. This can lead to skewed results in any given reporting period. The gap between population growth and UGB expansions can compound over time and widen, making it all the more important to closely monitor UGB expansion in the coming years.

### *Opportunities*

There are several components of Oregon’s land use planning system that contribute towards meeting this goal, such as land use efficiency measures, the Transportation Growth Management program and the requirement to consider adding rural residential lands or urban reserves before less populated farm and forest lands to UGBs. Success in meeting this goal is closely tied to the goal of developing compact mixed use neighborhoods, as the more compact our cities develop, the less they need to rely on UGB growth expansions to accommodate population growth.

Opportunities for making more progress towards this goal include working with cities to encourage infill development, updating plans and codes to ensure that new development occurs in a compact form, and reducing barriers to developing multi-family and mixed-use buildings. These strategies were introduced prior to our current understanding of the need to reduce greenhouse gas emissions. These strategies have

a range of other benefits, including improved air quality, health benefits, lower household transportation costs, and preservation of working lands and open space.

## 2. Compact, Mixed-Use Development

### *Concept*

Compact, mixed-use neighborhoods allow residents to meet their daily needs without having to drive a car. Homes, workplaces, shops, schools, and other community services are located in close proximity to each other and to effective transit. The transportation systems serving these land uses prioritize walking, bicycling, and transit.

### *STS Goal*

“Promote compact, mixed-use development to reduce travel distances, facilitate use of zero- or low-energy modes (e.g., bicycling and walking) and transit, and enhance transportation options.”

### *STS Trajectory*

- **2010** – On average, approximately 20 percent of Oregon urban households are living in compact, mixed-use neighborhoods.
- **2020** – Over 20 percent of urban households live in compact mixed-use neighborhoods.
- **2035** – Approximately 30 percent of urban households live in compact mixed-use neighborhoods.
- **2050** – Over 30 percent of urban households in Oregon live in compact mixed-use neighborhoods.

### *Findings*

The findings indicate that metropolitan areas are, on a statewide average, close to meeting the goal for compact mixed use neighborhoods, and that meeting the STS 2035 and 2050 goals is feasible.

There were two methods of measuring performance towards the mixed-use population goal. To complement the original metric used in the development of the STS, a new more refined measure of mixed-use development developed by ODOT and DLCD (Place Types, Attachment D) was also used in the STS Monitoring report. The STS used density as a surrogate for mixed-use neighborhoods, while Place Types uses five attributes of the built environment – density, diversity, destinations, design, and transit – to define what qualifies as mixed-use. Staff believes that Place Types is a better indicator of what mixed-use development actually looks like.

When looking at the individual metropolitan area results (Attachment C) rather than at a statewide average, a bulk of the progress comes from the Bend and Portland metropolitan areas. Other parts of the state have fewer mixed use neighborhoods and individually fall short of the target. Attention and state resources should be committed to

increasing mixed use development, where possible, in all parts of the state to enable low carbon transportation strategies to work. The findings demonstrate that there are significant opportunities to improve on this strategy for other metropolitan areas that don't show much movement or have low numbers overall.

#### *Opportunities*

Many features of the land use planning system contribute to the success of the mixed-use development measure, such as UGBs, efficiency measures, and requirements in the Transportation Planning Rules. There are also many ways for local governments to increase housing in mixed use neighborhoods; plan for mixed-use development in undeveloped areas, add infill housing to existing mixed-use neighborhoods, and making changes to existing neighborhoods that are not currently mixed-use, but could be with changes to zoning or the transportation system (i.e., adding retail to an existing dense residential neighborhood). Policies that encourage mixed-use development include incentives for infill development, reduced parking requirements, ensuring that zoning codes allow for mixed use development, density bonuses, multi-family property tax exemptions, and reduced parking requirements.

#### **D. RECOMMENDED ACTION/ CONCLUSION**

This agenda item is an opportunity for commission to receive a briefing on the implementation of the Statewide Transportation Strategy. The recommended action is to ask ODOT and DLCD staff questions about the Statewide Transportation Strategy and/or to ask staff to bring back additional information.

For the March commission meeting, staff recommends that staff brief the commission in more detail on scenario planning processes for reducing greenhouse gas emissions. If commission agrees, Metro will present on the Climate Smart Communities scenario plan that was adopted in 2014, and on the implementation to date. While the Metro work was required by legislation, other local governments have done voluntary scenario planning, but without fully adopting the results into local plans. Presentations will include an update on current projects in the Albany metropolitan area and the Central Lane metropolitan area (including Eugene, Springfield, Coburg and Lane County). In addition, staff is prepared to provide an overview of past projects in the Corvallis and Rogue Valley metropolitan areas. Staff also would describe in more detail some of the key planning process and modelling tools that are used in scenario planning.

Please let us know if these sound like the right next steps and/or whether commissioners would like more information on one or more of the topics covered today.

**III. ATTACHMENTS**

- A. STATEWIDE TRANSPORTATION STRATEGY EXECUTIVE SUMMARY (2013)**
- B. STS MONITORING REPORT (2018)**
- C. STS MONIORING REPORT INDIVIDUAL METROPOLITAN AREA RESULTS (2018)**
- D. PLACE TYPES OVERVIEW**