

Technical Memorandum

February 7, 2024

Project# 27003

To: Theresa Conley, ODOT

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CC: Technical Advisory Committee

RE: Development Review Guidelines - Bundle #1 Transportation Review in Climate Friendly Areas

Editors Note:

The following DRAFT guidance (Bundle #1) was prepared to specifically address how ODOT should respond when notified about the proposed adoption of new CFA/Metro Region 2040 centers and when notified about proposed comprehensive plan/land use regulation amendments within adopted CFA/Metro Region 2040 centers. A subsequent set of guidance (Bundle #2) will be prepared to address comprehensive plan/land use regulations outside of adopted CFA/Metro Region 2040 centers. The precise placement of this proposed language within the existing Development Review Guidelines document is preliminarily envisioned to reside in Chapter 3 and will be confirmed through discussions with the PMT.

Transportation Review in Climate Friendly Areas and Metro Region 2040 Centers

OAR 660-012-0325 outlines the specific actions local governments must take when considering the adoption or expansion of a Climate Friendly Area (CFA) or Metro Region 2040 center or when reviewing comprehensive plan or land use regulation amendments within existing CFA/Metro Region 2040 centers. Depending upon what is being considered, the review process will necessitate the preparation of a multimodal transportation gap summary and/or a highway impacts summary as outlined in Table 1 below.

Table 1 – Analysis Requirement Outline for CFA/Metro Region 2040 Centers

Adoption/Amendment Scenario	Multimodal Transportation Gap Summary	Highway Impacts Summary
Adoption of a New CFA/Metro Region 2040 Center	Required	Potentially Required ¹
Expansion of an Existing CFA/Metro Region 2040 Center Boundary	Required	Potentially Required ¹
Amendment to Comprehensive Plan or Land Use Regulations Within an Existing CFA/Metro Region 2040 Center	Not Required	Potentially Required ²

¹ If the study area contains a ramp terminal intersection, state highway, interstate highway, or adopted ODOT facility plan.

² If the comprehensive plan/land use amendment study site/area is within an adopted Interchange Area Management Plan, within a quarter-mile of a ramp terminal intersection, or is within a quarter-mile of a state highway segment in an adopted ODOT Facility Plan area...Or...If the comprehensive plan/land use amendment study site/area is expected to be reasonably likely to result in increasing traffic on the state facility that exceeds the small increase in traffic defined in the Oregon Highway Plan.

Additional details and guidance under these two scenarios is provided in the following sections.

WHEN A NEW CFA/METRO REGION 2040 CENTER IS BEING CONSIDERED FOR ADOPTION OR AN EXISTING CFA/METRO REGION 2040 CENTER IS BEING EXPANDED

While the CFA/Metro Region 2040 center adoption/expansion decision is made at the city or county level, ODOT has a vested interest to ensure the decision process considers the Transportation Review provisions outlined in OAR 660-012-0325, particularly when state highways and state interests are located within or near the area under consideration. When ODOT is notified about a potential adoption of a new CFA/Metro Region 2040 center or expansion of an existing CFA/Metro Region 2040 center, ODOT review staff must ensure that a multimodal gap summary (and highway impact summary, if applicable) has been prepared. The multimodal gap summary definition outlined in OAR 660-012-0325 is intended to produce an initial high-level summary which identifies areas for further analysis in a TSP. The multimodal gap summary does not need to comply with multimodal inventory requirements outlined in OAR 660-012-0505, 660-012-0605, and 660-012-0705; however, this data may be used if available and needed to illustrate a particular issue. During a CFA/Metro Region 2040 center designation process, Region staff should anticipate a multimodal gap summary that is prepared at a high level and uses available information from existing data sources/plans to help establish a baseline. The following guidance outlines ODOT's general expectations when reviewing multimodal gap summary submittal information.

Multimodal Gap Summary

Requirement – A summary of the existing multimodal transportation network within the study area or CFA.

What is Expected?

- Vehicular (local street connectivity), pedestrian (sidewalks and multiuse pathways), bicycle (lanes, routes, multiuse pathways), and public transit (routes, stations, transit stops, supporting infrastructure facilities) inventory information on all classified (local street and higher) facilities. This data may be extracted/derived from existing planning documents such as TSPs, facility plans, sub-area plans, and transit plans, with field verification as needed.
- For state highways, multimodal inventory could be derived/extracted from ODOT's TransGIS web tool: <https://gis.odot.state.or.us/transgis/>
- A list of references used to complete the summary.

What is Not Needed?

- Multimodal performance summary such as a LTS or MMLOS assessment, as the requirement is for an inventory summary.

Upon review of the multimodal transportation network summary, what questions should ODOT region staff be asking/considering?

- Does the summary cover all applicable travel modes, including freight?
- Are the modes summarized according to jurisdictional responsibility including ODOT?
- Is the summary sufficient enough to provide an understanding of the study area's basic multimodal transportation network and how that network supports the desired characteristics of a CFA/Metro 2040 Center?

Requirement – A summary of the gaps in the pedestrian and bicycle network, including gaps that need to be filled for people with disabilities

What is Expected?

- Summary of gaps in the pedestrian network on all classified (local and higher) facilities and state highways, as applicable.
- Summary of gaps in the bicycle network on all collector and higher roadways and state highways, as applicable.
- Summary of the general condition of sidewalks, major impediments on the sidewalk network that limit the mobility for people with disabilities (e.g., utility pinch points, sidewalks without curb ramps at major intersections, accessible pedestrian push buttons etc.).

What is Not Needed?

- Inventory summary that identifies pedestrian segments that do not meet current local or state standards for sidewalk width on all classified (local and higher) streets. This detail should be provided in subsequent TSP updates.
- Detailed Americans with Disabilities Act (ADA) curb ramp, transit stop or sidewalk assessments.

Upon review of the pedestrian/bicycle gap summary, what questions should ODOT region staff be asking/considering?

- Is the gap summary consistent with the multimodal transportation network summary?
- At the planning level, what are the major challenges to address the identified pedestrian and ADA gaps?
- At the planning level, what are the major challenges to address the identified bicycle gaps?

Requirement – A list of planned projects to fill multimodal network gaps identified above

What is Expected?

- A pedestrian and bicycle project list extracted/derived from existing planning documents such as TSPs, facility plans, sub-area plans, or transit plans.
- In the absence (or in addition to) of planned project lists, a preliminary list of pedestrian and bicycle projects to fill identified gaps on the infrastructure network.

What is Not Needed?

- Details about specific planned or potential projects. This detail should be provided in subsequent TSP updates.

Upon review of the planned project list, what questions should ODOT region staff be asking/considering?

- Is the list of projects coordinated across jurisdictions and agencies
- At the planning level, what is needed to develop the CFA/Metro Region 2040 center to build a well-connected and ADA-compliant pedestrian network?
- At the planning level, what is needed to develop the CFA/Metro Region 2040 center to build a low-stress bicycle network throughout the CFA?
- Has sufficient planning already taken place such that projects have been identified to address key multimodal gaps and deficiencies through the planning horizon?

Highway Impact Summary

A highway impact summary is only required at this level if the proposed CFA/Metro Regional 2040 center boundary contains an interchange ramp terminal intersection, state highway, interstate highway, or adopted ODOT Facility Plan.

Requirement – A summary of the changes between existing and proposed development capacity of the CFA/Metro Region 2040 center based on the proposed changes to the Comprehensive Plan and land use regulations

What is Expected?

- A comparative assessment of the study area's existing and potential future development characteristics under the proposed plan designation/development code change.

Requirement – A summary of the additional motor vehicle traffic generation that may be expected within the planning period.

What is Expected?

- A quantification of the study site/area’s existing and potential motor vehicle trip profile (daily, and AM/PM peak hours as applicable) on relevant state highway segments. The summary should be based on available tools such as the ITE Trip Generation Manual or local/regional travel demand model output.
- The trip generation estimates should account for internalization between complementary mixed-use development, reductions for multimodal (e.g., walking, bicycling, transit, travel demand management, telework) opportunities, and other study area specific land characteristics that would minimize motor vehicle trip making.
- The quantification of trip making does not require a review of the highway segment/intersection operations with the additional trips.

Upon review of the motor vehicle trip making assessment, what questions should ODOT region staff be asking/considering?

- Do the trip generation estimates take into consideration the urban context and properly account for multimodal opportunities?
- Is there a finding that identifies if the changes will generate additional motor vehicle traffic that will substantially impact interstate or state highway facilities or their ramp terminals.
- Do the impacts (if any), disproportionately impact the state highway system?

Requirement – A summary of traffic-related deaths and serious injuries within the climate friendly study area in the most recent past five years that data is available

What is Expected?

- A narrative map that describes the location of all intersection/roadway segment fatalities and serious (Injury A) crashes within the proposed CFA/Metro Region 2040 center.
- For those fatality and serious (Injury A) crashes, a tabular summary of the crash types (e.g., left-turning, pedestrian) and other relevant conditions, such as whether alcohol or drugs were involved, lighting conditions, and roadway surface conditions.

Upon review of the safety assessment, what questions should ODOT staff be asking/considering?

- Are there existing intersections or segments within the study area with existing or known safety deficiencies and what would be the impact of future trips generated by the CFA/Metro 2040 Center on those intersections/segments?

WHEN A COMPREHENSIVE PLAN OR LAND USE REGULATION AMENDMENT IS BEING CONSIDERED WITHIN AN ADOPTED CFA/METRO REGION 2040 CENTER

After the adoption of a CFA/Metro Region 2040 center, local jurisdictions may sponsor or be presented with third-party requests for amendments to Comprehensive Plans or land use regulations. OAR 660-012-0325 outlines specific requirements and analyses that are needed to support a land use amendment within an existing adopted CFA/Metro Region 2040 center.

When ODOT is notified about a proposed amendment, Region staff should first review the application to determine if the following questions have been answered as part of the application narrative:

1. Is the comprehensive plan/land use amendment study site/area within or partly within an adopted Interchange Area Management Plan, within a quarter-mile of a ramp terminal intersection, or within one-quarter mile of a state highway segment in an adopted ODOT Facility Plan area?
or
2. Is the comprehensive plan/land use amendment study site/area expected to be reasonably likely to result in increasing traffic on a classified state highway that exceeds the small increase in traffic defined in the Oregon Highway Plan¹ adopted by the Oregon Transportation Commission?

If the above questions have been addressed and the answer to either is "yes," then ODOT must ensure the application includes a highway impact summary that is prepared according to the following expectations.

¹ Per Action 1F.5 in the Oregon Highway Plan:

The threshold for a small increase in traffic between the existing plan and the proposed amendment is defined in terms of the increase in total average daily trip volumes as follows:

- Any proposed amendment that does not increase the average daily trips by more than 400.
- Any proposed amendment that increases the average daily trips by more than 400 but less than 1001 for state facilities where:
 - The annual average daily traffic is less than 5,000 for a two-lane highway
 - The annual average daily traffic is less than 15,000 for a three-lane highway
 - The annual average daily traffic is less than 10,000 for a four-lane highway
 - The annual average daily traffic is less than 25,000 for a five-lane highway
 - If the increase in traffic between the existing plan and the proposed amendment is more than 1000 average daily trips, then it is not considered a small increase in traffic and the amendment causes further degradation of the facility and would be subject to existing processes for resolution.

While OAR 660-012-0325 does not specifically outline how to perform a highway impact summary when reviewing an application for a land use amendment within an adopted CFA, the following guidance outlines ODOT's general expectations.

Highway Impact Summary

Requirement – A summary of the changes between existing and proposed development capacity of the CFA/Metro Region 2040 center based on the proposed changes to the Comprehensive Plan and land use regulations

What is Expected?

- When involving a small study area or individual parcel, the application must include a summary of the existing site/study area's development potential and how that potential could change under a reasonable maximum development of the amended land use. If the study area in question is undeveloped or underdeveloped, the comparison should be based on each scenario's reasonable maximum development potential.
- When involving a larger study area or the entire CFA/Metro Region 2040 center, a comparative assessment of the study area's existing and potential future development potential under the proposed plan designation/development code change.

Requirement – A summary of the additional motor vehicle traffic generation that may be expected within the planning period on the applicable state highway.

What is Expected?

- A quantification of the study site/area's existing and potential amended motor vehicle trip profile (daily and AM/PM peak hours as applicable) on relevant state highway segments. The summary should be based on available tools such as the ITE Trip Generation Manual or local/regional travel demand model output.
- The trip generation estimates should account for internalization between complimentary mixed-use development, reductions for multimodal opportunities, and other study area specific land characteristics that would minimize motor vehicle trip making.
- The quantification of trip making does not require a review of the highway segment/intersection operations with the additional trips.

Upon review of the motor vehicle trip making assessment, what questions should ODOT region staff be asking/considering?

- Do the trip generation estimates take into consideration the urban context and properly account for multimodal opportunities?
- Is there a finding that identifies if the changes will generate additional motor vehicle traffic that will substantially impact interstate or state highway facilities or their ramp terminals.
- Do the impacts (if any), disproportionately impact the state highway system?

Requirement – A summary of traffic-related deaths and serious injuries within the climate friendly study area in the past five years.

What is Expected?

- A narrative map that describes the location of all intersection/roadway segment fatalities and serious (Injury A) crashes within the proposed CFA/Metro Region 2040 center.
- For those fatality and serious (Injury A) crashes, a tabular summary of the crash types (e.g., left-turning, pedestrian) and other relevant conditions, such as whether alcohol or drugs were involved, lighting conditions, and roadway surface conditions.

Upon review of the safety assessment, what questions should ODOT staff be asking/considering?

- Are there existing intersections or segments on the applicable state highway network with existing or known safety deficiencies and will the trips generated by a proposed land use amendment impact those intersections/segments?