

An aerial photograph of a city street intersection, featuring a large building with a grid-like facade, trees, and a curved road. The image is overlaid with a dark blue semi-transparent layer.

TSP Guidelines Updates for Metropolitan Areas

Implementing Climate-Friendly and Equitable Communities Program Rules

Background

Statewide Planning Goals

- 19 statewide land use planning goals
- Express the State's policies on land use and related topics
- Accompanied by implementation guidelines
- Achieved through local comprehensive plans
- Upheld by the Land Conservation and Development Commission (LCDC)
- Implemented through laws and rules

Goal 12 Transportation (OAR 660-012)

The Transportation Planning Rules (TPR)

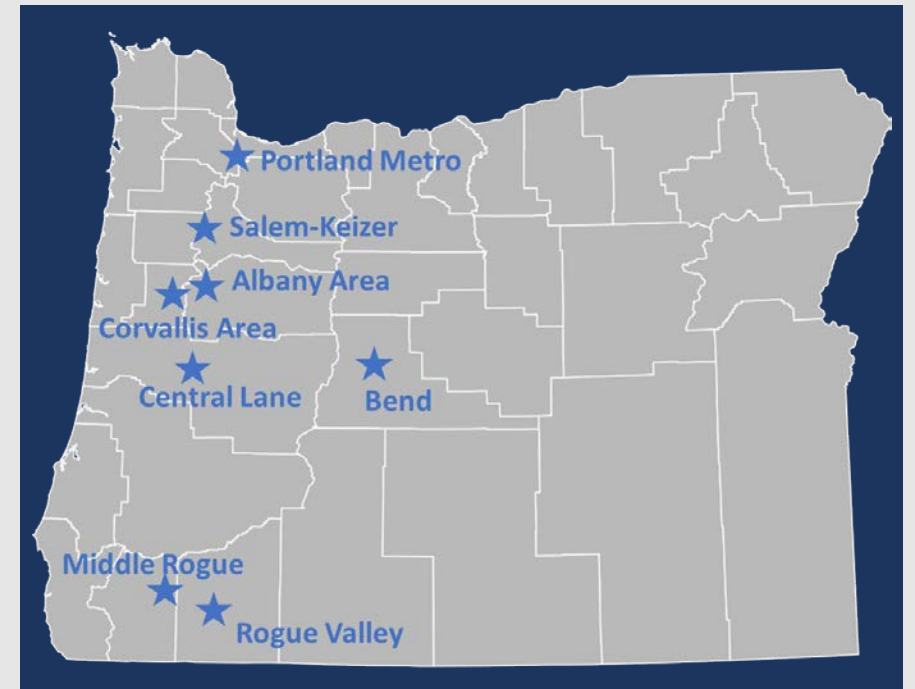
To provide and encourage a safe and economic transportation system

- Requires transportation plans to
 - Consider all modes of transportation
 - Avoid principal reliance upon any one mode of transportation
 - Conserve energy
 - Minimize adverse social, economic, and environmental impacts and costs
 - Conform with local and regional comprehensive land use plans
 - Be based on an inventory of transportation needs
 - Meet the needs of the transportation disadvantaged
 - Facilitate the flow of goods and services
 - Consider the positive and negative consequences of proposed solutions and improvements

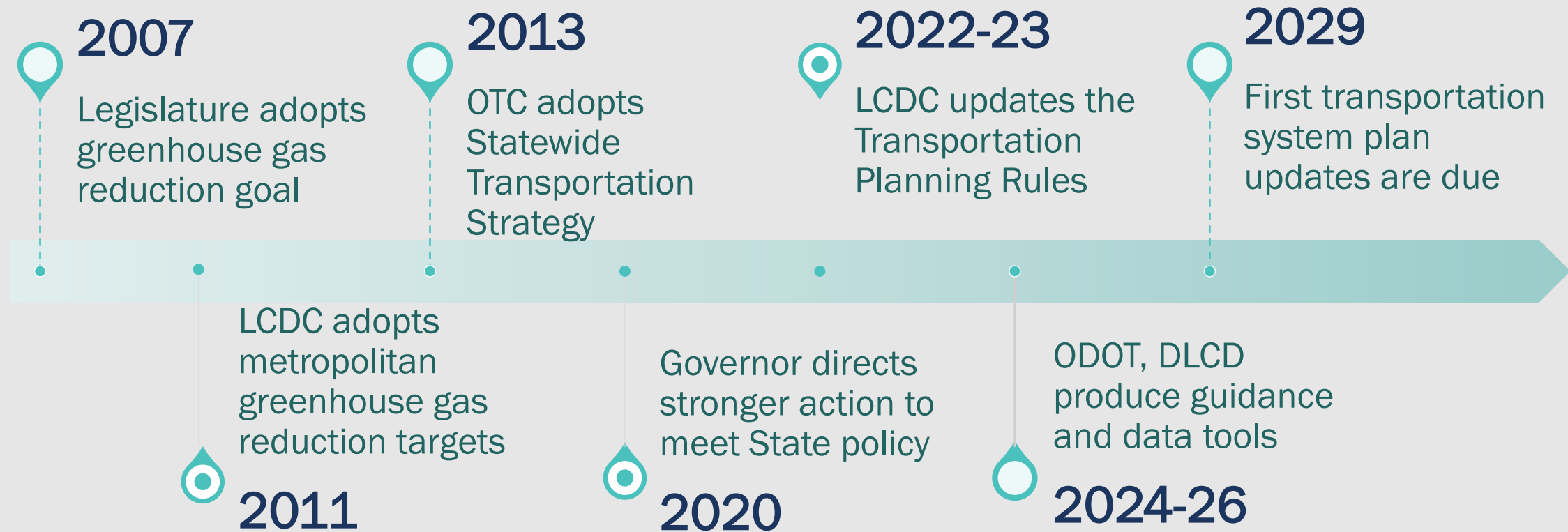
Implemented through Oregon Administrative Rule (OAR) 660-012, also known as the Transportation Planning Rules (TPR)

Climate-Friendly and Equitable Communities (CFEC) Rulemaking

- Series of amendments to the TPR between 2020 and 2023
- Part of multi-agency Every Mile Counts effort to implement the Statewide Transportation Strategy
- Aligns planning work with Oregon's climate and equity goals
- Updated rules apply to cities and counties in eight metropolitan areas



CFEC Timeline



Updated Rules for Jurisdictions in Metropolitan Areas

- Adopt greenhouse gas reduction performance measures and targets
- Conduct multimodal inventories and analyses
- Prioritize walking, biking, and transit investments
- Plan for Transportation Options (TO) programs and services
- Conduct equity analyses
- Support transit corridors and downtowns
- Plan for electric vehicle charging
- Update performance standards
- Monitor and report on progress
- Manage parking

Resources

- [Department of Land Conservation and Development \(DLCD\) CFEC Program Resources](#)
- [ODOT CFEC Program Resources](#)
- [ODOT TSP Guidelines](#)

TSP 101

What Is a TSP?

A long-range plan that identifies the transportation facilities and services needed to support growth and transportation needs over a 20-year period.

- A TSP identifies:
 - Goals and policies for developing the transportation system over time
 - Existing transportation facilities and services within the planning area
 - Gaps and deficiencies in the transportation system relative to State and local standards
 - Future needs to accommodate population and employment growth
 - Alternatives to address gaps, deficiencies, and future needs consistent with State and local guidelines
 - Prioritized lists of transportation system improvements consistent with goals and policies

Why Have a TSP?

- Legal obligations:
 - Required by OAR 660-012 (TPR)
 - Required as part of a Periodic Review Process through DLCD
- Practical considerations:
 - Provides basis for System Development Charges (SDCs)
 - Provides basis for Capital Improvement Plan (CIP)
 - Provides basis for land development conditions of approval
 - Provides rationale for making investments and land use decisions
 - Ensures planned transportation system will meet long-term needs
 - Protects right-of-way for needed improvements
 - Provides consistency between State, regional, and local planning
 - Provides link to Statewide Transportation Improvement Program (STIP)

Who Is Required to Have a TSP? (Rule -0015)



State

- **State TSP**
 - **Oregon Transportation Plan**
 - **Modal System Plans**
Oregon Highway Plan, Public Transportation Plan, Bicycle and Pedestrian Plan, etc.
 - **Facility Plans** adopted as part of the Oregon Transportation Plan



Counties

- **County TSPs**
Consistent with State TSP, adopted into comprehensive plan



Cities

- **City TSPs**
Consistent with State and County TSPs, adopted into comprehensive plan



MPOs

- **Regional TSPs**
The Metro Regional Government must have a TSP consistent with State, County, and City TSPs

Exemptions

- Exemptions may be provided to cities and counties with a population of less than 10,000 within an urban area
- Exemptions may be provided to cities and counties of any size that are newly included in an existing metropolitan area or a newly designated metropolitan area

Key Rules for Metropolitan Areas

What's New: Key Rules for Metropolitan Areas

- Rule 0020 replaced with Rules -0100 to -0920 for metropolitan areas
- Funding Projections (-0115)
- Transportation System Planning Engagement (-0120)
- Decision-Making with Underserved Populations (-0130)
- Equity Analysis (-0135)
- Transportation Options Planning (-0145)
- Transportation System Inventories (-0150)
- Prioritization Framework (-0155)
- Reducing Vehicle Miles Traveled (-0160)
- Unconstrained Project Lists (-0170)
- Financially Constrained Project List (-0180)
- Performance Standards (-0215)
- Enhanced Review of Select Roadway Projects (-0830)
- Reporting (-0900)
- Land Use and Transportation Performance Measures (-0905)
- Land Use and Transportation Performance Targets (-0910)

ODOT TSP Guidelines

- Scoping Phase
- Step 1: Agency/Community Engagement Plan
- Step 2: Goals, Objectives, and Performance Tracking
- Step 3: Existing Conditions
- Step 4: Future Conditions
- Step 5: Solution Development and Evaluation
- Step 6: Funding Program
- Step 7: TSP Documentation

Scoping Phase

Do Some Pre-Work

Prior to scoping or starting the TSP update, cities and counties in metropolitan areas should consider completing the following tasks to streamline the TSP update process:

- Assess the need for strategic **major or minor updates**, either to comply with the TPR, meet local needs, or to match available funding
- Estimate population in the UGB at the planning horizon to identify TPR requirements
- Identify projects from the prior TSP, or projects anticipated to be added to the TSP, that may be subject to the enhanced review process (Rule 0830)
- Identify potential performance standards to meet Rule 0215 requirements
 - Explore which measures align with community values and what data is available

Major updates include:

- Changes to the horizon year of the plan
- Adopted after January 1st of the horizon year
- Adding a facility authorized through an enhanced review process (Rule -0830)

Minor updates include:

- Any update that is not a major update

Transportation System Plan Updates (-0105)

Required Elements	Major TSP Update	Minor TSP Update
Core TSP elements	✓	✓ As Applicable
Base and planning horizon years	✓	
Land use assumptions	✓	
List of all plan elements and the date of adoption/amendment	✓	
Coordinated land use and transportation planning policies	✓	
Local TSP goals and policies	✓	
Identification of concentrations of underserved populations	✓	✓
Record of engagement, involvement, and decisions-making	✓	
Major equity analysis/engagement-focused equity analysis	✓	✓
Dates of each report made to the director	✓	
All other applicable TSP elements	✓	
Compliance with engagement requirements	✓	✓

Framing Your Plan

- 1 Determine the TSP's focus
- 2 Draft a project statement
- 3 Outline the community engagement plan
- 4 Develop a timeline, staffing requirements, oversight responsibility, and budget

Coordinate with Other Entities



Coordinate with
the State



Coordinate with
other cities and
counties



Coordinate with
Metropolitan
Planning
Organizations

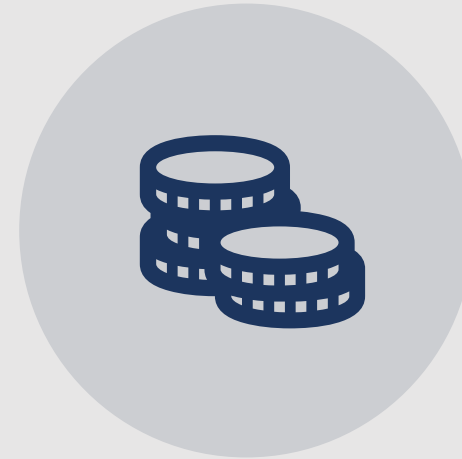


Coordinate with
others (e.g.,
transportation
service providers)

Review TSP Funding Needs and Sources



Determine what local funding is available to complete the TSP



Assess what other funding may be available

Assemble Resources

- Evaluate staffing options and determine the appropriate mix of staff/consultant expertise:

Use existing staff expertise
or hire new staff

Use a combination of staff
and consultant expertise

Use consultant expertise
(local staff reviews but
does not complete work)

- Identify and secure funding for staff/consultant work to develop and adopt the TSP
- If using a consultant, issue a Request for Proposals and select the consultant, accounting for time needed to execute a contract or work order and issue a Notice to Proceed

Step 1: Agency/Community Engagement

Agency Coordination
Community Engagement Plan
Equity Analysis

Agency Coordination

- Coordinate with State, regional, and local agencies to ensure participation and consistency between agencies, plans, and policies
- Identify which agencies should be involved in the TSP, the means and methods by which they participate, and role they may play in the adoption and/or acceptance of the TSP
- Consider the scope of the project and anticipate the level of agency interest it will generate when developing an agency coordination plan
- Consider composition, roles, and responsibilities of project advisory committees:
 - Advisory committees are the typical medium for bringing together various representatives from agencies, departments, and interest groups from both within and outside of the jurisdiction

Community Engagement Plan

- Oregon's Statewide Goal 1 requires community engagement as plans are developed, prior to being brought to the governing body for a final adoption decision
- Community engagement is a core requirement for transportation planning processes
- Effective engagement plans:
 - Help identify community goals, develop understanding and confidence, and bring about broad local support for the plan
 - Ensure underserved populations are meaningfully engaged in the planning process and have opportunities to be involved in the decision-making process
- The level and type of engagement depends on the jurisdiction, budget, project scale, and target audiences
- A community engagement plan is typically used to summarize engagement strategies and activities to ensure compliance with Statewide Goal 1 (Citizen Involvement)

What's New: Transportation System Planning Engagement (Rule -0120)

- Community engagement and decision-making efforts must:
 - Be consistent with statewide planning goals and local comprehensive plans
 - Place an increased emphasis on the voices of underserved populations
- Cities and counties engaged in an update to a TSP, or future land use assumptions must ensure underserved populations are:
 - Informed about the choices that need to be made in the planning process
 - Given a meaningful opportunity to inform the planning process
 - Given an equitable share of the decision-making power over key decisions to the extent possible

What's New: Decision-Making with Underserved Populations (Rule -0130)

- Center on the voices of underserved populations at all levels of decision-making by:
 - Understanding community and engagement needs by conducting an equity analysis
 - Integrating results of an equity analysis and community engagement into the planning, analysis and project prioritization process
 - Reporting back to the community on how their input informed the process
 - Ensuring welcoming and accessible venues for all
- Regularly assess and report on progress
 - Report to DLCD annually (Rule -0900)
 - Make regular reports to the planning commission and governing body
 - Make regular public reports to the community

Cities and counties inside of Metro must coordinate and provide information to Metro to support their reporting

Practical Guidance on Community Engagement and Decision-Making



Develop a community engagement plan that includes goals and objectives for engaging community members and regional partners, as well as strategies, timelines, milestones, for engagement activities



Identify and engage with community leaders to ensure broad-based support for the plan and set a foundation for future coordination, implementation and monitoring



Leverage relationships with community groups to expand the impact of engagement activities and build trust with the community



Identify underserved communities by reviewing U.S. Census data, equity mapping tools, and input from local agency staff and community groups

Additional guidance is available on the [TSP Guidelines website](#)

What's New: Equity Analysis (Rule -0135)

Purpose

- Understand how current and past land use, transportation, and housing policies and the effects of climate change impact underserved populations
- Determine whether land use and transportation plans improve outcomes for underserved populations
- Determine benefits and burdens on underserved populations
- Ensure that underserved populations are engaged in the planning process

Types/Applicability:

1

Major Equity Analysis

- When making a major update to a TSP for an urban area with a population of 5,000 or more (-0100)

2

Engagement-Focused Equity Analysis

- When making a major update to a TSP for an urban area with less than 5,000 in population (-0100)
- When making a minor update to a TSP (-0105)
- When designating a climate-friendly areas (-0315)
- When choosing to authorize a proposed facility (-0830)

Elements of a Major Equity Analysis

- 1** Assess, document, acknowledge, and address where current and past:
 - Land use, transportation, and housing policies and effects of climate change have harmed or are likely to harm underserved populations
 - Racism in land use, transportation, and housing has harmed or is likely to harm underserved populations
- 2** Identify geographic areas with significantly disproportionate concentrations of underserved populations
- 3** Develop key performance measures, or review existing performance measures, for key community outcomes
- 4** Address all elements of an engagement-focused equity analysis

Elements of an Engagement-Focused Equity Analysis

- 1 Engage with members of underserved populations to develop key community outcomes
- 2 Gather, collect, and value qualitative and quantitative information, including lived experience, from the community on how the proposed change benefits or burdens underserved populations
- 3 Recognize where and how intersectional discrimination compounds disadvantages
- 4 Analyze the proposed changes for impacts and alignment with desired key community outcomes and key performance measures
- 5 Adopt strategies to create greater equity or minimize negative consequences
- 6 Report back and share the information learned from the analysis and unresolved issues with people engaged as provided in subsection

Practical Guidance on Equity Analysis

True engagement and understanding are most effective when built on relationships and trust. Community engagement and particularly equitable engagement should leverage local expertise and build both the local capacity and community relationships that are key for ongoing equitable engagement.

As such, key elements of the major and engagement-focused equity analysis should be performed by the local agency, **not the consultant team**. Local agencies have:



Institutional knowledge, an understanding of the history, and access to information that consultants may not possess



Greater knowledge about demographics and more experience in engaging with underserved populations within their communities

Step 2: Goals, Objectives, and Performance Tracking

Goals and Objectives

- Goals provide direction for where a community would like to go
- Objectives provide more detail on how to achieve goals or desired specific outcomes related to goals
- TSP goals and objectives provide a framework for shaping transportation policies and are the basis for performance measures and targets
- Resource: [Sample Goals and Objectives](#)

Goals and objectives should:

- 1 Articulate community transportation priorities
- 2 Define how the transportation system should ideally function
- 3 Form the basis for developing criteria to evaluate and select preferred infrastructure improvements
- 4 Be the basis for comprehensive plan transportation policy statements

Evaluation Criteria and Prioritization Framework

- Used to assess and compare alternatives and to prioritize projects, programs, policies, pilot projects, and/or refinement studies to address the community's identified transportation needs
- May be somewhat general and subjective or may be more specific and quantitative in anticipation of evaluating the performance of different transportation system solutions
- For metropolitan areas, the evaluation criteria must incorporate the prioritization factors included in Rules -0155, -0520, -0620, -0720, and -0820

Resources:

- Performance Based Planning Factsheet
- [Sample Evaluation Matrix](#)
- [Implementation Tip: Scoring Examples](#)

What's New: Performance Measures (Rule -0905)

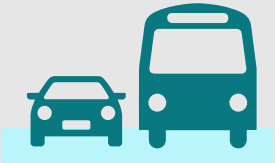
- All jurisdictions must report on progress against performance measures resulting from scenario planning or as outlined in Rule -0905
- Metro will report on behalf of Metro-area jurisdictions
- Rule 0905 performance measures most relevant to the TSP planning process:

- Active Transportation



- Percent of collector and arterials streets in climate-friendly areas and underserved population neighborhoods with bicycle and pedestrian facilities with a Level of Traffic Stress 1 or 2
- Percent of collector and arterial streets in climate-friendly areas and underserved population neighborhoods with safe and convenient marked pedestrian crossings
- Percent of transit stops with safe pedestrian crossings within 100 feet

What Are Rule -0905 Performance Measures?



- Transportation Options
 - Number of employees covered by an Employee Commute Options Program
 - Number of households engaged with Transportation Options activities
 - Percent of all Transportation Options activities focused on underserved population communities



- Transit
 - Share of households within one-half mile of a priority transit corridor
 - Share of low-income households within one-half mile of a priority transit corridor
 - Share of key destinations within one-half mile of a priority transit corridor

What Are Rule -0905 Performance Measures? (Continued)



- Parking costs and management
 - Average daily public parking fees in climate-friendly areas



- Transportation system
 - Vehicle miles traveled per capita
 - Percent of jurisdiction transportation budget spent in climate-friendly areas and underserved population neighborhoods
 - Share of investments that support modes of transportation with low pollution

Practical Guidance on Performance Measures

Greenhouse gas reduction performance measures should be considered throughout the TSP update process, particularly those for active transportation, transit, and vehicle miles traveled per capita

What's New: Performance Targets (Rule -0910)

Future year targets will be set for each Rule -0905 performance measure for each reporting year. These targets will be compared against the reported annual progress toward meeting the region's greenhouse gas reduction target.

Performance Targets

What Is Required?

- Reporting jurisdictions must set performance targets for each reporting year for each of the greenhouse gas reduction scenario plan performance measures or those in Rule -0905
 - Initial targets will be established outside of the TSP and through a separate regional process but shall be adopted into the TSP
 - The reporting year targets must be set at levels that are reasonably likely to achieve the regional performance targets from the greenhouse gas reduction scenario plan or from the Statewide Transportation Strategy, as adopted by the OTC
- Reporting jurisdictions shall incorporate the performance targets in any major update to their TSPs
- If a reporting jurisdiction has not yet set targets and is submitting a major report, then it shall set performance targets through a minor update to its TSP
- Reporting templates that comply with requirements are available from ODOT and DLCD

What's New: Performance Standards (Rule -0215)

Performance standards are adopted metrics used to:



Review comprehensive plan and land use regulation amendments



Review functional plan amendments (Metro)



Identify deficiencies, recognize significant effects, understand impacts, and develop mitigations

Historically vehicle-capacity focused:

- Level of service
- Volume to capacity

Potential performance standards:

- Accessibility to key destinations, employment areas, transit stops
- Bicycle and pedestrian level of traffic stress (BLTS and PLTS)
- Bicycle and pedestrian crash risk factors
- System completeness

Performance Standards

What Is Required?



- Cities, counties, and Metro are required to adopt performance standards that support meeting regional greenhouse gas reduction targets and measures
- Performance standards must include these elements:

1

Characteristics of the transportation system that will be measured, estimated, or projected and the methods to calculate their performance

2

Thresholds to determine whether the measured, estimated, or projected performance meets the standard:

- Thresholds may vary by facility type, location, or other factors
- Thresholds may be set at the end of a planning period, time of development, or another time

Performance Standards

What Is Required? (Continued)



3

Findings for how the performance standards support meeting Rule -0910 performance targets



The ODOT *Analysis Procedures Manual* includes a toolbox of potential standards

- Local jurisdictions are not limited to those included in the toolbox. The toolbox is a resource of potentially feasible standards that meet TPR requirements

Performance Standards

What Is Required? (Continued)



- Cities, counties, Metro, and State agencies shall adopt two or more transportation performance standards – Metro may adopt regional performance standards in a functional plan
- At least one of the performance standards must support increasing transportation options and avoiding principal reliance on the automobile
- The TSP must clearly establish how to apply the multiple performance standards to a proposal that meets some but not all of the performance standards
- The performance standards must evaluate at least two of the following objectives:
 - Reducing climate pollution
 - Equity
 - Safety
 - Network connectivity
 - Accessibility
 - Efficiency
 - Reliability
 - Mobility

Examples of Performance Standards



Measures that support increasing Transportation Options:

- Access to key destinations
- Access to transit
- System completeness
- Bicycle crash risk
- Pedestrian/bicycle level of traffic stress



Measures that are Automobile-Focused Options:

- Volume to capacity
- Level of service
- Average daily traffic (ADT)/capacity
- Duration of congestion
- Vehicle hours traveled

Step 3: Existing Conditions

Plans and Policies Review

Conduct a review of all State, regional, and local planning documents relevant to the planning area



Identify relationships, conflicts, and discrepancies within and between these documents and the TSP



Identify inconsistencies between existing federal, State, regional and local plans and policies and the TSP



Review existing standards, planned improvements, facility plans, funding sources, land use policies and regulations, demographic and economic data, etc.



Identify how plans, policies, regulations, and standards impact the TSP update

Resources:

[Local Plan & Policy Review Checklist](#)

[State Plan & Policy Review Checklist](#)

Existing Conditions Inventory

- Conduct a thorough review and assessment of the existing transportation facilities and services within the planning area
- Inventory serves as the basis for evaluating transportation system conditions and identifying potential transportation projects to address existing needs
- OAR 660-012-0150 identifies the requirements for cities and counties within metropolitan areas – additional requirements are identified in the modal sections of the TPR (Rule -0505, -0605, -0705, and -0805)

What's New: Transportation System Inventory (Rule -0150)

- More detailed inventories for pedestrian, bicycle, public transportation, streets, and highway systems
- Air, rail, water, and pipeline data are no longer required
- Include all publicly owned, operated, or supported transportation facilities and services within the planning area, regardless of ownership or maintenance responsibility
- Requires coordination with transportation facility and service providers
- All modal inventories are required to identify:
 - Ownership
 - Maintenance
 - Classification
 - Primary uses
 - Primary users
 - Land use context

What's New: Pedestrian and Bicycle System Inventory (Rule -0505 and -0605)

Inventory requirements vary based on classification, designation, and geographic area.



Pedestrian and bicycle system inventories must include:

- Information on all facilities within climate friendly areas; Metro Region 2040 centers; one-quarter mile of all primary and secondary schools; and along all arterials, collectors, and bicycle boulevards
- Pedestrian and bicycle crash risk factors: the development of crash risk factor scores requires information not addressed in the TPR – see the ODOT Bicycle and Pedestrian Safety Implementation Plan
- Bicycle and pedestrian level of traffic stress (BLTS and PLTS) are not a required element of the transportation system inventory; however, they are required for reporting on the performance of the transportation system per Rule 0905

What's New: Public Transportation and Street and Highway System Inventory (Rule -0705 and -0805)



Public transportation system inventories (Rule -0705) must include:

- Information on local and intercity services, including routes, stations, transit lanes, and other supportive infrastructure
- Frequency and span of service required for service to transit priority corridors, key destinations, and major transit stops



Street and highway system inventories (Rule -0805) must include:

- Information on all streets and highways, including the functional classification of each facility – the level of detail varies based on classification
- Location of all reported serious and fatal injury crashes for most recent 5-year period
- Pricing strategies, including pricing mechanisms and rates
- Location of designated freight routes and all key freight terminals

What's New: Transportation Options Planning (Rule -0145)

- Transportation Options (TO) was always a required component of TSPs and is now a distinct element
- The TO element must document existing programs, services, and projects
- The TO needs of underserved populations must be explored
- The TO element must identify future travel demand management needs, including:
 - Commute trip reduction programs (e.g., transit passes and parking cash-outs)
 - Physical improvements, such as carpool parking spaces and park-and-rides
 - Regional solutions for intercity travel

Practical Guidance on Transportation Options Planning

- Identify TO policies and strategies that can be implemented by the jurisdiction and those that can be implemented by others in coordination with the jurisdiction
- Identify who is responsible for implementing TO policies and strategies
- Determine how they are going to work with TO providers and major employers
- Consider the TO performance measures from Rule -0905 to monitor progress
- Identify examples of TO programs, services, and projects

ENCOURAGE	INFORM	INCENTIVIZE	CHARGE	MANDATE	FACILITIES
Neighborhood walks, Sunday Parkways, bike commute challenges	Transportation wallet	Carpool parking	Toll lanes, cordon pricing, parking pricing	Employee Commute Options (ECO) program, development code requirements	Pedestrian/bike facilities, end-of-trip facilities, lighting, safety/security

Existing Needs Determination

Analyze the inventory information to identify all gaps, deficiencies, and needs in the existing transportation system

- Gaps are missing links in the transportation system for any mode. They may either prohibit travel or make it functionally unsafe.
- Deficiencies are parts of the system not presently built to standard in the complete system.
- Needs determination *may* consider parts of the system that do not meet the performance standards adopted per Rule -0215.

TPR Guidance

- Consider the needs of all users in the pedestrian, bicycle, public transportation, and street and highway systems
- In climate-friendly areas and Metro Region 2040 Centers, and in areas with concentrations of underserved populations, consider the need for enhanced bicycle and pedestrian facilities on streets with high volumes or speeds
- Refer to the *Analysis Procedures Manual* for detailed guidance on analysis methodologies

Funding Review

- Identify existing revenue and expenditures and provide a preliminary estimate of future funding available to implement projects included in the TSP
- Identify all funding sources that the city or county expects to use over the planning period to operate, maintain, or construct the transportation system
- Use the list of funding sources to determine the amount of funding expected to be available to develop transportation projects over the planning period
- Funding to maintain and operate the transportation system or used for purposes other than development of transportation projects shall be excluded from the total amount available to implement the TSP

For each funding source, document:

- The expected amount over the remainder of the planning period
- Underlying assumptions for the forecast
- Purpose of the funding and any key limitations on its use

Resource:

- Financially Constrained Project List Factsheet

Step 4: Future Conditions

4a. Developing the Future Horizon Year Transportation Network

- Identify committed transportation improvements, including vehicle capacity-based modifications in State, regional, and local plans
 - Include system modifications identified in the Statewide Transportation Improvement Program (STIP), Metropolitan Transportation Improvement Program (MTIP), Statewide Transportation Improvement Fund (STIF) for transit, local Capital Improvement Program (CIP), or other plans with a committed funding source that are expected to be built before the end of the planning horizon
 - Include modifications to the roadway system or the pedestrian, bicycle, transit, or other transportation systems that do not necessarily impact roadway capacity

4a. Future Vehicle Capacity Determination

- Identify committed capacity-based improvements in State, regional, and local plans
 - May include system improvements identified in the Statewide Transportation Improvement Program, MTIP, STIF, local CIP, or other improvements with a committed funding source that are expected to be built before the end of the planning horizon
 - May include improvements to the roadway system or the pedestrian, bicycle, transit, or other transportation systems that do not necessarily impact roadway capacity
- Add committed capacity to current capacity to determine baseline capacity through the planning horizon
- Identify changes to performance standards and mobility targets in State, regional, and local plans
 - Performance standards and mobility targets may be considered at this stage to determine the desired future capacity of the transportation system. (e.g., alternative mobility targets).
 - Cities and counties in metropolitan areas and ODOT are required to adopt at least two performance standards for their facilities within metropolitan areas per Rule -0215

4b. Forecasting Future Travel Demand

- Future travel demand is determined based on:
 - Adopted comprehensive plan land uses
 - Population and employment forecasts
 - Allocation of households and jobs to transportation analysis zones in travel demand models
- Future travel demand assignment is determined based on:
 - All elements of the transportation system that are included in the future transportation network within the travel demand model

4c. Applying Performance Standards and Measures to Future Conditions

- Identify applicable performance standards, performance measures and mobility targets in State, regional, and local plans
 - While the application of performance standards to specific solutions is not required at the TSP level, standards help determine local system alignment with future conditions, such as metrics including capacity, safety, level of traffic stress, system completeness, or other standards
 - Performance measures and mobility targets are used to determine the adequacy of the State system under future conditions
 - Cities and counties in metropolitan areas and ODOT are required to adopt at least two performance standards for their facilities within metropolitan areas per Rule -0215
 - Elements on the State system are to be evaluated using performance measures aligned with State planning documents

4d. Determining Future Deficiencies

- Identify future deficiencies building on existing conditions analysis, considering growth areas, increases in travel demand for all modes, and community engagement
- Identify gaps and deficiencies and needs relative to the performance measures, standards, and targets. For example:
 - Pedestrian and bicycle facilities with high levels of traffic stress
 - Intersections or roadways with crash rates that exceed statewide averages
 - Intersections that exceed mobility targets
 - Roadways with poor pavement conditions
 - A lack of future connectivity for all modes
- Compare future travel demand for all travel modes to the system's ability to accommodate the demand through the planning horizon, based on the performance standards, measures, and targets
- For the State system, highlight deficiencies where projected future travel demand or conditions would exceed performance standard threshold(s) or may not meet other goals or performance measures

4e. Future Needs Determination

- Each jurisdiction should determine future needs for all elements of the transportation system
- For the *local system*, needs should address differences between future transportation system characteristics and the system needed to achieve desired performance standards, measures, and targets
- For *State facilities*, needs shall be based on performance measures and targets identified in the Oregon Transportation Plan and associated statewide modal and topic plans

Step 5: Solution Development and Evaluation

Developing Solutions

- Complete the multimodal network
- Address all gaps and deficiencies in the pedestrian, bicycle, and public transportation networks and critical gaps and deficiencies in the street and highway network
- Address known safety issues in the multimodal network, particularly in areas with a history of fatal and serious injury crashes and pedestrian and bicycle-related crashes
- Provide enhanced facilities (above the minimum design standards) where necessary or desirable
- Incorporate solutions identified in other relevant State, regional, and local plans

Evaluating Solutions

- Develop a “no-build” condition that reflects committed projects associated with each transportation system (pedestrian, bicycle, public transportation, street, and highway)
- Evaluate the “no-build” condition and solutions against evaluation criteria established early in the TSP process
 - The criteria used to evaluate solutions may differ from the criteria developed early in the planning process to evaluate projects and may be qualitative in nature
 - Application of the criteria should help to identify the preferred set of solutions or, at a minimum, prioritize or reduce the number of solutions
- For cities and counties in metropolitan areas and Metro, OAR 660-012-0155 requires specific criteria when evaluating projects as part of the TSP development process
 - See Evaluation and Prioritization Criteria for more information

What's New: Prioritization Framework (Rule -0155)

The Transportation Planning Rules outline how solutions, facilities, and projects must be prioritized in metropolitan area TSPs and by State agencies

- Includes a framework for prioritizing types of solutions depending on the facility type and area and for prioritizing projects by mode
- Required prioritization factors:
 - Meeting greenhouse gas reduction targets
 - Improving equitable outcomes for underserved populations
 - Improving safety, particularly reducing or eliminating fatal and serious injuries
 - Improving access for people with disabilities
 - Improving access to key destinations
 - Completing the multimodal transportation network (filling gaps, making connections)
 - Supporting the economies of the community, region, and State
 - Other local factors

Prioritization Framework



STEP 1: Solution Development Phase

Apply a decision making framework for prioritization of transportation facilities and services to increase safety, access, equity, the economy, and meet greenhouse gas reduction targets per OAR 660-012-0155.

Consider facility classifications, planned land use context, expected primary users, and local values per rule 0120.

Apply the decision-making framework to the system as a whole and in specific areas such as climate-friendly areas, areas with concentrations of underserved populations, industrial areas, and near schools or other areas with expected concentrations of children, older people, or people with disabilities.

Prioritization Framework



STEP 2: Mode Specific Prioritized Projects

Develop mode specific prioritization factors for prioritizing projects within each modal plan per OAR 660-012-0520, -0620, -0720, and -0820. Engage underserved populations per rule 0130 and be consistent with the prioritization factors in rule 0155. Use these to develop a prioritized list of projects for each mode.

What's New: Prioritization Framework



STEP 3: Unconstrained Project List

Develop a method for combining the unconstrained prioritized modal project lists. Emphasize the following requirements:

- Reduce vehicle miles traveled
- Burden underserved populations less than and benefit them more than the city or county population as a whole
- Help achieve the rule 0910 performance targets

Prioritization Framework



STEP 4: Financially-Constrained Project List

Develop a financially-constrained project list based on 125% of projected available funding and including the top available projects from the unconstrained project list. The resulting list must:

- Burden underserved populations less than the city or county population as a whole and benefit underserved populations as much as or more than the city or county population as a whole;
- Make significant progress toward meeting the rule 0910 performance targets; and
- Reduce vehicle miles traveled per capita per rule 0160 if the list includes capacity expanding projects that require enhanced review per rule 0830.

What's New: Enhanced Review of Select Roadway Projects (Rule -0830)

- Some roadway expansion projects require additional review and authorization to move forward. These include:
 - New or extended streets (arterials greater than three-lanes wide, highways, freeways, and vehicle bridges)
 - New or expanded interchanges
 - An increase in the number of travel lanes (arterials, collectors, highways, or freeways)
 - New or extended freeway auxiliary lanes one-half mile or more
- “Authorization” means the jurisdiction with planning authority has approved a project for inclusion on the TSP project list
- If a Rule -0830 project is included on the constrained list, an additional analysis must be completed to demonstrate that the project list does not increase vehicle miles per capita in the horizon year (over the base year)

Projects That Do Not Require Enhanced Review

The following project types are exempt:

- Capital cost is less than \$5 million
- Right-of-way is reallocated or dedicated to ped/bike/transit/high occupancy vehicle
- Roadway projects with one lane in each direction (with or without a turn lane)
- Intersection projects that do not increase the number of through lanes, including roundabouts
- Access management projects
- Safety projects
- Operational changes

Projects in a TSP acknowledged before January 1, 2023, are exempt if:

- Part of a general obligation bond approved by voters prior to January 1, 2022
- Included as a project phase other than planning in the Statewide Transportation Improvement Program or a Metropolitan Transportation Improvement Program
- Received a decision under the National Environmental Policy Act
- Advertised for construction bids

Steps in the Enhanced Review Process



Practical Guidance for Enhanced Review

- Consider the need for enhanced review during the [TSP Scope Phase](#)
 - Review existing TSP and other plans for projects that may be subject to the enhanced review process
 - Complete a preliminary model run to anticipate if projects currently in the regional travel model might impact vehicle miles traveled per capita over the baseline (and require additional analysis)
 - Determine the project limits, facility impact areas, and coordination needs of each project and build the work into community engagement tasks
 - Incorporate analysis into related tasks
 - Determine if any steps have been completed as part of prior planning efforts

Practical Guidance for Enhanced Review

- Consider how to integrate the enhanced review process into the TSP Prepare Phase
 - Agency/community engagement
 - Follow requirements for “Engagement Focused Equity Analysis”
 - Define a facility impact area scaled to the project impacts
 - Coordinate with jurisdictions within the facility impact area throughout the process
 - Solution development and evaluation
 - Evaluate active transportation, transit, pricing or operational alternatives, and transportation options
 - Select, bundle, prioritize, and analyze preferred alternative(s)

Practical Guidance for Enhanced Review

- The authorization report could include a short, 1- to 2-page summary describing:
 - The solution development and evaluation process
 - Community and partner engagement
 - How the work meets the requirements of OAR 660-012-0830
- Attach all technical memoranda to the report

Selecting and Prioritizing Preferred Solutions

- Preferred solutions should address local priorities, align with TSP goals and objectives, be consistent with the Transportation Planning Rules, and be technically and financially implementable
- The list should be supported by elected officials, project teams, transportation providers, and the public, ensuring community input, particularly from underserved groups
- Solutions must align with performance measures, standards, and policies of facility owners or operators
- Documentation of decisions, agreements, and commitments is essential, as these form the basis for implementing solutions over the TSP's 20-year horizon
- For cities and counties in metropolitan areas and Metro, specific prioritization factors outlined in Rule -0155 must be used to evaluate and prioritize projects

Resource:

- [Evaluation and Prioritization Criteria](#)

Documentation

The solution development and evaluation process should be documented in a technical memorandum that includes:



A written description of the needs to be addressed



Solutions, evaluation process, potential impacts, and cost estimates for the proposed improvements (projects)



Maps depicting the locations of projects



A table comparing the solutions against the evaluation criteria

Step 6: Funding Program

Funding Program

- Identify current and historic transportation revenue and expenditures
- Project future revenue and expenditures over the planning period based on historical data
- Consider revenue sources that are reasonably likely to continue in the future and their limitations or explicit purposes
- Identify which projects and programs developed in the TSP process will be funded
- Identify potential future funding sources to fill gaps

What's New: Financially Constrained Project List (Rule -0180)

- Identifies transportation projects that can be implemented within the planning horizon using available, committed, or reasonably likely revenue sources
- Cities and counties in metropolitan areas are required to include a financially constrained project list in their TSP per Rule -0180
 - Ensures coordination between cities, counties, metropolitan planning organizations (MPOs), transit providers, and the State on regional priorities
 - Projects on the constrained project list may be included in the MPO's Regional Transportation Plan
- Defines the reasonably likely transportation system to evaluate progress toward performance measures and support planned land uses

Financially Constrained Project List Requirements

Steps to complete a financially constrained project list:

- 1 Develop unconstrained project list per Rule -0170
- 2 Develop funding projections per Rule -0115 and coordinate with regional partners
- 3 Prioritize the unconstrained project list per Rule -0155
- 4 Develop a financially constrained project list



Identify the highest priority projects that fit within the funding projections:

- If the financially constrained project list includes a project that requires an enhanced review per Rule -0830, verify that the vehicle miles traveled per capita of the draft financially constrained plan does not increase in the planning horizon as compared to the base model. Iterate until achieved.

Resource:

- [Financially Constrained Project List Factsheet](#)

Step 7: TSP Documentation

TSP Documentation

- The TSP should combine information from each step in the planning process into one cohesive document
- It identifies the goals and objectives of the TSP update and the new policies, plans, programs, and projects that will shape the transportation system over the planning horizon
- The Transportation Planning Rules outline specific content that is required in all TSPs:
 - OAR 660-012-0020 identifies the elements for a nonmetropolitan area TSP
 - OAR 660-012-0100 identifies the elements for a metropolitan area TSP
- For each of the applicable elements, the TSP must document the needs, functions, modes, and general location of planned improvements
- Adoption of these elements constitutes a land use action and must be adopted by ordinance into the local comprehensive plan in accordance with Oregon's land use laws
- Future amendments to the needs, modes, function, and general location of projects also constitutes a land use action

What's New: Reporting (Rule -0900)

- Cities and counties within metropolitan areas (excluding those inside Metro) and Metro must submit annual reports to the Department of Land Conservation and Development (DLCD) that report on progress toward achieving the Rule -0905(2) performance targets.
 - While reporting does not need to occur with a TSP update, the measures and targets must be adopted in the TSP. Data and analysis produced during the TSP process may support reporting.
- Reporting jurisdictions shall submit either a minor or major report. Templates to complete the reporting requirements are available from DLCD staff.
- Cities and counties inside Metro shall coordinate with Metro in preparation of the report:
 - Minor reports shall be submitted each year.
 - Major report shall be submitted in the year the RTP is updated.

See [Guidance from DLCD on Reporting](#)

What's New: Reporting (Rule -0900) (Continued)

- DLCD requires cities and counties within metropolitan areas (excluding those inside Metro) and Metro to submit annual reports to the agency.
- Reporting jurisdictions shall report annually on progress toward meeting greenhouse gas reduction targets established through an approved regional scenario plan, or the performance measures and targets set in OAR 660-012-0905 and OAR 660-012-0910.
- Reporting jurisdictions shall submit either a minor or major report. Templates to complete the reporting requirements are available from DLCD staff. Cities and counties inside Metro shall coordinate with Metro in preparation of the report.
 - Minor reports shall be submitted each year.
 - Major report shall be submitted in the year the RTP is updated.

Minor Reports

- A summary of any relevant activities or projects undertaken or planned by the city or county
- A summary of any amendments made to the transportation system plan over the reporting year, and a forecast of planning activities over the near future that may include amendments to the TSP
- A summary of any equity analyses conducted, as well as information shared and input received from underserved populations
- Any alternatives reviews undertaken as part of enhanced review processes, including those underway or completed.

Major Reports

- All information required in a minor report
- For reporting cities and counties:
 - A description of what immediate actions the city or county has considered to be taken to reduce greenhouse gas emissions
 - A description of the consultations with the Metropolitan Planning Organization on how the Regional Transportation Plan could be altered to reduce greenhouse gas emissions

Major Reports (Continued)

Reporting for each regional and local performance measure:

- Baseline data
- Baseline projections of expected outcomes from acknowledged plans
- An assessment of whether the city, county, or Metro has met or is on track to meet each performance target for each reporting year between the base year and planning horizon year
- For any performance targets that were not met, a proposal for the corrective actions that will be taken to meet the performance target by the next major report
- An assessment of whether the reporting city or county has adopted local amendments to implement the approved land use and transportation scenario plan
- For any amendments to implement the approved land use and transportation scenario plan that have not yet been adopted, a proposal for the corrective actions that will be taken to adopt the amendments
- The status of any corrective actions identified in prior reports