



# Transportation System Plan Guidelines

## Planning Context

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### Introduction

In 1995, the State of Oregon created and published the first edition of the Transportation System Plan Guidelines (TSP Guidelines). These guidelines were subsequently updated in 2001 and 2008. The TSP Guidelines were created to assist local jurisdictions in the preparation and update of city and county Transportation System Plans (TSPs) and Regional Transportation System Plans (RTSPs). Consistent with the original intent, the guidelines have helped jurisdictions (cities, counties, and metropolitan planning organizations) develop plans that meet local needs and comply with state regulation and policy direction, including applicable elements of the Oregon Administrative Rule 660-012-000, otherwise known as the Transportation Planning Rule (TPR), as well as the Oregon Transportation Plan (OTP) and associated mode and topic plans. Since 2008, changes to federal requirements, the state regulatory framework, statewide planning and policy direction, and an evolution in focus of local planning efforts have established a need to once again update the TSP Guidelines.

The following white paper is one of a series being produced to help inform the overall direction of the TSP Guidelines Update. The intent of this white paper is to:

1. Document the local, regional and state planning framework for TSP planning.
2. Explore strategies for maintaining consistent policies and requirements across agencies and jurisdictional boundaries.

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## Transportation Systems Plans Overview

TSP planning outcomes and objectives must be adequate to meet local, regional and state needs (OAR 660-012-0030) by supporting established policy, long-range planning, development requirements, and other broader objectives. Transportation planning must take place in coordination with land use planning to “ensure coordination among affected local governments and transportation service providers and consistency between state, regional and local transportation plans” (OAR 660-012-0000(1)(h)) and to ensure transportation systems are adequate to serve planned land uses. Other policy efforts that may relate to or impact transportation planning include, but are not limited to economic development, urbanization, and parks and open space planning. How this coordination is achieved, and what is accomplished through it, will be explored in the Planning Integration section of this paper, including specific application, coordination, and consistency issues that are common to transportation system planning in Oregon.

Local adoption of a TSP is supported by findings of compliance with not only the applicable statewide planning goals, but also the jurisdiction’s acknowledged comprehensive plan policies and land use regulations. Comprehensive plan policies and land use regulations may be reconsidered or modified as part of the TSP adoption and implementation process or subsequent to it.

Most communities throughout the state have an adopted TSP; the majority of system planning efforts will focus on updating existing plans to reflect changing community needs. The scope of TSP updates varies depending on community context. Updates may be focused on addressing specific issues—safety, modal considerations (i.e. bicycle and pedestrian planning)—or on developing an up-to-date constrained project list.



The jurisdictional responsibilities at each level of government directly relate to the types of transportation facilities, services and programs that must be planned for in a TSP. There are also noteworthy areas where jurisdictional responsibilities overlap, including:

- County roads in incorporated areas
- Areas where urban levels of development are predicted,
- Where transit service extends across jurisdictions on facilities not owned by the transit provider.

# Planning Framework

## Federal Framework

Federal transportation legislation, Fixing America's Surface Transportation Act (FAST Act), was enacted December 4, 2015. The FAST Act replaced Moving Ahead for Progress in the 21<sup>st</sup> Century Act (MAP-21), and continues the performance-based program implementation enacted in MAP-21, including making available Transportation Performance Management Tools.<sup>1</sup> Pursuant to the federal requirements, proposed projects must implement monitoring measures and performance evaluation measures responsive to MAP-21 and FAST Act requirements and relevant to the type of project and project phase.<sup>2</sup>

With the passage of FAST Act, the Federal Surface Transportation Program (STP) was replaced by the Surface Transportation Block Grant (STBG) program. The program provides flexible funding that may be used by states and local agencies for projects to preserve and improve the conditions and performance on any federal-aid highway, bridge, or tunnel; projects on any public road; pedestrian and bicycle infrastructure projects; and transit capital projects, including intercity bus terminals.<sup>3</sup>

## State of Oregon Framework

### *Enabling Legislation*

In 1973, Governor Tom McCall signed Senate Bill 100 into law, creating the framework for land use planning in Oregon. It established the Land Conservation and Development Commission (LCDC) and established Statewide Planning Goals, including Goal 12 Transportation, which defines the State's policies on transportation. Senate Bill 100 also requires local jurisdictions to develop comprehensive plans. Local comprehensive plans must be consistent with all of the Statewide Planning Goals,<sup>4</sup> including the TPR; consequently the objectives and outcomes of a TSP must be consistent with and supportive of the local comprehensive plan.

### *State Transportation Planning Rule*

Oregon Administrative Rule (OAR) 660 Division 12 is the State's Transportation Planning Rule (TPR), intended to implement Goal 12. It requires that the Oregon Department of Transportation (ODOT) prepare, adopt, and amend a state transportation system plan, the Oregon Transportation Plan (OTP).

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<sup>1</sup> <https://www.tpmtools.org/>

<sup>2</sup> <https://www.fhwa.dot.gov/tpm/>

<sup>3</sup> <https://www.fhwa.dot.gov/specialfunding/stp/> and <https://www.fhwa.dot.gov/fastact/factsheets/stbgfs.cfm>

It also requires most<sup>5</sup> jurisdictions to prepare and adopt a regional or local transportation plan that serves as the transportation element of a comprehensive plan (OAR 660-012-0015).<sup>6</sup> One of the stated purposes of the TPR is to set out the “requirements for coordination among affected levels of government and transportation service providers for preparation, adoption, refinement, implementation and amendment of transportation system plans” (660-012-0000(4)). Pursuant to the TPR, TSP adoption constitutes a land use decision regarding the need for transportation facilities, services and major improvements and their function, mode, and general location; as such, findings of compliance with applicable statewide planning goals and acknowledged comprehensive plan policies and land use regulations must be developed in conjunction with the adoption of the TSP.

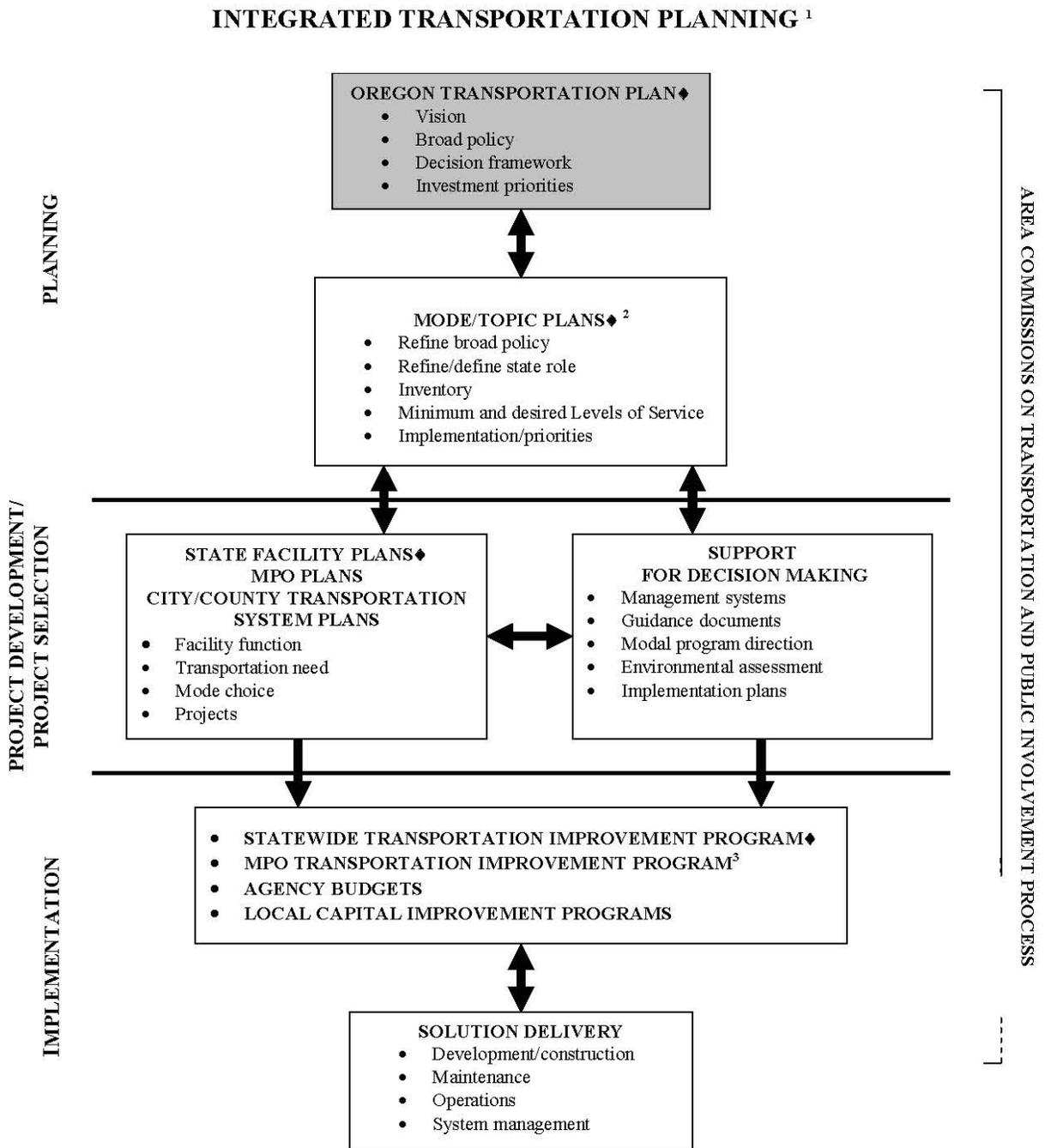
The OTP is the overarching policy element of the State transportation plan addressing statewide transportation needs and investments. The OTP does not identify specific projects for development, but rather provides a policy framework that guides development of statewide mode and topic plans, and regional and local transportation system plans. Metropolitan Planning Organization (MPO), county, and city planning must be consistent with the OTP and associated mode and topic plans; similarly, they must adopt policy and reflect decisions and projects that support and are consistent with each other. Statewide planning processes reflect a cooperative approach insofar as statewide planning and policy also incorporates and respects the policy decisions made by local and regional partners. Sample diagrams of these policy relationships are provided in Figure 1.

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<sup>5</sup> Plans are reviewed for consistency by Oregon’s Land Conservation and Development Commission (LCDC). When LCDC officially approves a local government’s plan, the plan is said to be acknowledged. It then becomes the controlling document for land use in the area covered by that plan. TSP updates and associated comprehensive plan amendments are reviewed by the Department of Land Conservation and Development (DLCD) through a post-acknowledgment plan amendment process. See <https://www.oregon.gov/LCD/Pages/goals.aspx>. It is important to note that ODOT is not a regulatory agency and does not approve or enforce TSPs.

<sup>6</sup> Cities with populations of less than 10,000 and counties with populations of less than 25,000 may qualify for a whole or partial exemption from the requirements of this Division (OAR 660-012-0015(6)) from the Department of Land Conservation and Development.

Figure 1 – Regulatory Framework Diagram



♦ Oregon Transportation Commission action.  
 1. Influenced by the Transportation Planning Rule.  
 2. Aviation, Bicycle/Pedestrian, Freight, Highway, Public Transportation, Rail, Transportation Safety Action.  
 3. MPO TIPs must be included in ODOT's STIP without modification. To ensure state priorities are considered, ODOT must be involved in the MPO planning project selection process.

Source: Oregon Freight Plan (2011)

## *Planning Context White Paper*

The statewide mode and topic plans are available as separate documents, and are adopted as a part of the OTP. Mode and topic plans include the following:

- Oregon Aviation Plan
- Oregon Bicycle and Pedestrian Plan
- Oregon Highway Plan
- Oregon Public Transportation Plan
- Oregon Freight Plan
- Oregon State Rail Plan
- Oregon Transportation Safety Action Plan
- Oregon Transportation Options Plan

### *Other State Rules and Documents*

Division 15 of Oregon Administrative Rule 731 requires that ODOT involve DLCD, MPOs, and interested cities, counties, state and federal agencies, special districts, and other interested parties in the development or amendment of a TSP (OAR 731-015-0045) or a modal systems plan (OAR 731-015-0055). Where the draft plan identifies new facilities that would affect specific cities, counties or MPOs, the coordination Rule requires ODOT to meet with representatives from the impacted jurisdiction “to identify compatibility issues and the means of resolving them,” including working with affected local governments to amend their comprehensive plans (OAR 731-015-0055(3)).

Other State documents also play a role in transportation planning. These resources contain recommendations and guidance associated with local transportation planning, but they are not regulatory nor do they contain specific requirements for local jurisdictions. Other State documents relevant to local TSP planning include:

- The 2013 Oregon Resilience Plan, developed by the Oregon Seismic Safety Policy Advisory Commission
- The Oregon Statewide Transportation Strategy: A 2050 Vision for Greenhouse Gas Emissions Reduction developed by the ODOT Transportation Development Division

A more detailed description of State plans and documents and their applicability to TSP planning is included in the Summary of State Document Review (Literature Review Table 1 in Attachment A). The Summary indicates the role that each State document plays in the planning process, whether the document contains policy, standards, and/or guidance, and more detailed information regarding what content is applicable to TSP processes. Table 2 in the Literature Review details elements from each plan that are regulatory and those that are advisory.

### *State Rulemaking*

The 2009 legislature enacted HB2001<sup>7</sup> and SB1059 (2010)<sup>8</sup>, which directed LCDC to adopt Greenhouse Gas (GHG) emission reduction targets for metropolitan areas and review the targets at four-year intervals starting in 2015. The Commission also recognized that GHG targets are closely related to the metropolitan transportation planning requirements in the TPR and directed DLCD to review these requirements in conjunction with an update of the targets. In January 2017, DLCD staff recommended rule amendments to the LCDC that specify annual GHG reduction targets for the Portland metropolitan area and other metropolitan areas for 2040-2050.<sup>9</sup>

Also at the January 2017 meeting, LCDC considered the recommendations of an advisory committee for targeted TPR amendments and the appointment of a rulemaking committee.<sup>10</sup> Recommended TPR amendments include separating the rules for local governments in metropolitan areas from the rules for all local governments and clarifying the roles of local governments and MPOs.<sup>11</sup>

## **Regional Framework**

Federal transportation legislation requires that an MPO be designated for every census-defined urbanized area with a population of more than 50,000 people (23 CFR 450.310). MPOs are transportation policy-making bodies made up of representatives from local government and transportation agencies that have the authority and responsibility for developing, operating, and maintaining transportation systems within MPO areas. In addition, MPOs serve as a forum for ensuring that transportation projects receiving federal funding have been developed through a comprehensive, cooperative, and continuing planning process that is consistent with local, state, and federal requirements.

There are eight Oregon MPOs (see Table 1) and two bi-state MPOs that function primarily in Washington but include the City of Rainier in Columbia County<sup>12</sup> and Umatilla County and the City of

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<sup>7</sup> <https://olis.leg.state.or.us/liz/2009R1/Downloads/MeasureDocument/HB2001>

<sup>8</sup> <https://olis.leg.state.or.us/liz/2010S1/Downloads/MeasureDocument/SB1059/Enrolled>

<sup>9</sup> [https://www.oregon.gov/LCD/docs/meetings/lcdc/012517/Item\\_13\\_GHG\\_Targets.pdf](https://www.oregon.gov/LCD/docs/meetings/lcdc/012517/Item_13_GHG_Targets.pdf)

<sup>10</sup> DLCD will approach LCDC for the appointment of the rulemaking committee in July 2017.

<sup>11</sup> <https://www.oregon.gov/LCD/Pages/GHGTargetReview.aspx>

<sup>12</sup> The Cowlitz-Wahkiakum Council of Governments (CWCOG) is the lead agency for a bi-state MPO comprising the urbanized area of Longview and Kelso, Washington, and (crossing over the Columbia River) the City of Rainier, Oregon. <https://www.cwcog.org/transportation.htm>

Milton-Freewater in their respective planning areas.<sup>13</sup> In Oregon, regional councils of governments (COGs) typically serve as staff to the MPO. Within Oregon, federal transportation system development, operating, and planning funds are distributed by ODOT to each MPO; funding also comes from state matches and local contributions.

**Table 1 – Oregon MPOs**

MPO	Document Title	Link
Albany Area MPO (AAMPO)	Albany Area Regional Transportation Plan	<a href="http://www.ocwcog.org/transportation/aampo/">http://www.ocwcog.org/transportation/aampo/</a>
Bend MPO (BMPO)	BMPO Metropolitan Transportation Plan	<a href="https://www.bendoregon.gov/government/departments/growth-management/bend-mpo/plans-and-programs/metropolitan-transportation-plan">https://www.bendoregon.gov/government/departments/growth-management/bend-mpo/plans-and-programs/metropolitan-transportation-plan</a>
Central Lane MPO (CLMPO) <sup>14</sup>	CLMPO Regional Transportation Plan	<a href="http://www.lcog.org/564/Regional-Transportation-Planning">http://www.lcog.org/564/Regional-Transportation-Planning</a>
	TransPlan	<a href="http://www.lcog.org/564/Regional-Transportation-Planning">http://www.lcog.org/564/Regional-Transportation-Planning</a>
Corvallis Area MPO (CAMPO)	CAMPO Regional Transportation Plan	<a href="http://www.corvallisareampo.org/Page.asp?NavID=66">http://www.corvallisareampo.org/Page.asp?NavID=66</a>
Middle Rogue MPO (MRMPO)	Middle Rogue Regional Transportation Plan	<a href="https://mrmpo.org/index.php/ct-menu-item-25/rtp-final">https://mrmpo.org/index.php/ct-menu-item-25/rtp-final</a>
Portland Metropolitan Area (Metro)	Metro Regional Transportation Plan	<a href="https://www.oregonmetro.gov/regional-transportation-plan">https://www.oregonmetro.gov/regional-transportation-plan</a>
Rogue Valley MPO (RVMPO)	Rogue Valley Regional Transportation Plan	<a href="https://www.rvmmpo.org/index.php/ct-menu-item-13/regional-transportation-plan-rtp">https://www.rvmmpo.org/index.php/ct-menu-item-13/regional-transportation-plan-rtp</a>
Salem-Keizer Area Transportation Study (SKATS)	SKATS Regional Transportation Systems Plan	<a href="https://www.mwvcog.org/programs/transportation-planning/skats/planning-programs/regional-transportation-system-plan-rtsp/">https://www.mwvcog.org/programs/transportation-planning/skats/planning-programs/regional-transportation-system-plan-rtsp/</a>

<sup>13</sup> The Walla-Walla Valley MPO (WWVMPO) is located in the Walla Walla Valley area in southeast Washington and has the authority to plan, prioritize, and select surface transportation projects receiving funding through the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) for its planning area, which includes the City of Milton-Freewater, Oregon and Umatilla County. <https://wwwvmmpo.org/index.html>

<sup>14</sup> “TransPlan is the current RTSP for the Eugene-Springfield area. It was adopted, updated and amended by the full governing bodies of Eugene, Springfield and Lane County. It was most recently amended in July 2002. TransPlan also served as the RTP for the MPO, which at that time did not include the City of Coburg. Since then, new RTPs have replaced TransPlan, the latest being adopted in 2011.” <http://www.lcog.org/564/Regional-Transportation-Planning>

## **Regional Transportation Planning within Oregon**

In Oregon, MPOs play a lead role in developing RTPs per federal requirement in coordination with local agencies. In addition, the TPR requires local agencies within the MPO to adopt Regional Transportation System Plans (RTSP). RTSPs are land use planning documents in which jurisdictions within metropolitan areas must address State transportation planning requirements. The TPR also directs that local governments within the MPO area have individually adopted local TSPs that are consistent with state and regional plan(s). However, since transportation modernization decisions in Oregon are land use decisions—and MPOs and the State do not have local land use authority—it is also necessary for RTSPs (as well as RTPs) to be consistent with the local TSPs.

### **Regional Transportation System Plans (RTSP)**

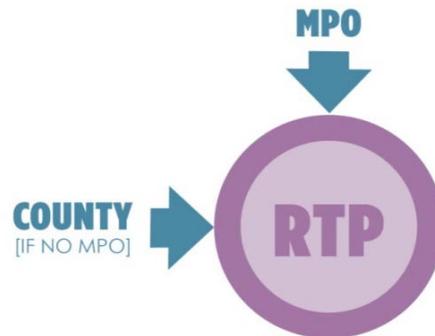
RTSPs are land use planning documents used to make transportation modernization decisions within MPO planning areas under Oregon law and related implementing rules. Local governments within an MPO area are responsible for adopting the RTSP, as only local governments have land use authority in Oregon. MPOs do not have local land use authority: therefore, do not formally adopt the RTSP. One exception to this standard is the Portland Metropolitan Area MPO (Metro); Metro adopts the RTSP as they are a regional governmental body that has land use authority.

## MPOs & Regional Transportation Plans (RTP)

MPOs are established to address federal planning requirements. A primary work product of an MPO is the Regional Transportation Plan (RTP). For most Oregon MPOs, the RTP also serves as the RTSP.<sup>15</sup> This allows the MPO’s Policy Board to amend the RTP without having to first seek out local City Council or County Commission adoption. Table 1 provides links to the regional plans associated with each metropolitan area.<sup>16</sup>

An RTP provides a long-range blueprint for transportation and presents the overarching policies and goals, system concepts for all modes of travel, and strategies for funding and local implementation for a region. In the Portland metro area, Metro’s Regional Transportation Functional Plan (RTFP) directs jurisdictions within the MPO as to how to implement the RTP through local TSPs and associated land use regulations. The RTFP establishes requirements for local plans to keep them consistent with the RTP and provides guidance in several areas including transportation design for various modal facilities, contents of system plans, regional parking management plans, and amendments to comprehensive plans.

When an MPO seeks to adopt or amends the federal RTP, the affected local governments must review the plan or amendment to ensure that it is consistent with the local TSPs or take appropriate action to ensure consistency (OAR 660-012-0016(2)). Local governments within metropolitan areas must also ensure plan consistency or take appropriate action to ensure consistency (660-012-0055(6)).



<sup>15</sup> The exception is the Central Lane MPO, which has an RTP, the Central Lane MPO Regional Transportation Plan, and a separate RTSP, the 2002 TransPlan.

<sup>16</sup> Note that MPOs prepare regional RTSPs for facilities of regional significance within their jurisdictions; counties prepare RTSPs for all other areas and facilities (OAR 660-012-0015(2)).

As a result, while there is a “top down” consistency requirement, the process in Oregon ideally works from the bottom up insofar as the State and Regional documents need to incorporate and respect the land use decisions made by local governments. In practical terms, these administrative and statutory provisions mean that local and regional planning processes need to be closely coordinated so that local plans reflect regional policy choices documented in State plans, RTPs, and RTSPs and the projects identified in State plans, RTPs, and RTSPs identify projects that are consistent with the local land use decisions/projects that have been identified in the local TSPs.

## Local

At the local government level, the comprehensive plan is the guiding planning document. TSPs are adopted as the transportation element of the jurisdiction’s comprehensive plan. Recommendations in the TSP must either be consistent with local policies, including those governing other aspects of the community such as urbanization or housing, or the TSP must include proposed amendments to address conflicting adopted policies. The TPR also directs local jurisdictions to implement their TSP through adopted land use regulations, a requirement that typically necessitates amendments to development regulations to ensure consistency with the updated standards and policy objectives in the TSP.

Transit agencies, port districts, and railroads also have responsibilities for critical components of the transportation system. There are various planning documents typically associated with these entities that have a bearing on the transportation system or, conversely, that TSP policies and recommendations may impact.

In addition, many local planning efforts have implications related to transportation planning, including those addressing parks, environmental management, economic development, and ports (water and air). Coordination at the county level requires understanding the outcomes and recommendations of health impact assessments, unincorporated community plans, and Coordinated Public Transit Human Services Transportation Plans.<sup>17</sup> At the city level, downtown, neighborhood, and special area plans will address localized transportation-related issues and need to be reflected by, and consistent with, the overarching TSP. Jurisdictions such as Multnomah County, City of Portland, and City of Ashland are also outlining strategies to reduce greenhouse gas emissions, prepare for future climate impacts, and improve community health.<sup>18</sup> Climate action plans also have a bearing on transportation planning,

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<sup>17</sup> Federal transit law requires that projects selected for funding under the Enhanced Mobility for Seniors and Individuals with Disabilities (Section 5310) Program be "included in a locally developed, coordinated public transit-human services transportation plan." Coordinated transit plans identify the transportation needs of individuals with disabilities, older adults, and people with low incomes, provide strategies for meeting these needs, and prioritize transportation services for funding and implementation. <https://www.transit.dot.gov/funding/grants/coordinated-public-transit-human-services-transportation-plans>

<sup>18</sup> Multnomah County and City of Portland 2015 Climate Action Plan: <https://multco.us/sustainability/2015-climate-action-plan>

improvements, and project prioritization.

## **Planning Integration**

### **Why engage in long-range transportation planning?**

Not only does the State mandate long-range transportation planning at the regional and local levels, the TSP process also identifies needed transportation improvements and establishes eligibility for funding. Beyond those motivators, engaging in coordinated transportation planning can promote efficient project delivery, improve services, increase interagency and jurisdictional communication, and, in general, lead to increased public trust.

#### *Public Needs / Public Trust*

Consistent with Statewide Planning Goal 1, Citizen Involvement, and the policies and procedures established by MPOs, counties and cities require public participation in the TSP process. Input from the citizens and agencies most directly affected by the recommendations of the plan inform project goals and objectives, establishment of project evaluation criteria, and selection and prioritization of projects. The long-range planning process and resulting project list(s) are a direct precursor to the funding and construction of capital projects. Delivering on service changes and capital improvements consistent with a public planning process can engender trust in local governance. It is also important to note that service changes and physical improvements to the transportation system are perceived as a public service, and the public does not always understand or place importance on jurisdictional boundaries and responsibilities. Interjurisdictional and interagency coordination help transportation providers ensure efficient and effective delivery of projects and services to the end user.

#### *Efficiency*

As part of a jurisdiction's comprehensive plan, transportation planning is entwined with land use, economic development, and public financing. TSP development and implementation must happen in the context of the jurisdiction's other relevant planning documents and efforts. In the same vein, recommendations and implementation strategies from other long-range plans, whether internal or from other public service providers, have a bearing on a jurisdiction's transportation planning. A TSP planning process provides the opportunity to find connections between other related long-range plans and transportation planning needs. Similarly, coordination with other jurisdictions can lead to collaboration in providing services (such as facility and service enhancements for public transit) and development and implementation of capital improvements spanning jurisdictions. Coordinating capital projects recommended in multiple long-range plans can benefit both projects. For example, timing

planned street improvements with utility improvements can result in more efficient project delivery and cost savings.

Areas on the urban fringe and in urban growth areas also require coordinated transportation planning. Transportation system planning creates an opportunity to address expected impacts of urban growth on facilities in the planning study area, where rural facilities under county jurisdiction will need to be evaluated for future urban transportation needs. TSPs should address which jurisdiction (county or city) has responsibility for planning and funding improvements to these facilities. These agreements may be memorialized in memoranda of understanding as well as in adopted ordinances and TSPs. The potential for, timing of, and terms surrounding jurisdictional transfer may also become part of the TSP planning process.

Regionally significant facilities connect multiple communities or destinations and traverse two or more jurisdictions. A corridor facility or refinement plan may result in, or result from, a local TSP recommendation for an alternative mobility target for a state facility. Implementing an alternative mobility target has development and livability ramifications for the local jurisdiction, improvement-related outcomes for ODOT, and potential externalities for neighboring jurisdictions, such as improvements required based on an “upstream” decision. Therefore, alternative mobility target analysis is best framed in the context of corridor planning, rather than as a single jurisdictional approach.

### *Funding*

A Transportation Financing Program is a required element of a TSP update (OAR 660-012-0040). Based on the preferred transportation system, jurisdictions are directed to compile a project list with realistic revenue projections and funding sources.<sup>19</sup> Selected projects should be prioritized and constrained to revenue sources that are likely to be available within the planning time horizon.<sup>20</sup> This type of “constrained” transportation improvement list is not required by the State, but federal law requires that MPO jurisdictions develop a financially feasible list. In order to be eligible for federal funding, a jurisdiction’s projects must be included in its MPO’s RTP.

Given the current funding constraints faced by many Oregon jurisdictions, the reality documented in updated TSPs is that existing funding sources are inadequate and other funding options should be

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<sup>19</sup> ODOT has developed guidance for supporting financially feasible local TSPs, as well as ODOT facility plans, and for jurisdictions outside of MPOs. See the summary of ODOT Staff Guidance: Operational Notice PB-03, Financial Feasibility in System Planning (2014), in the Literature Review (Table 1 in Attachment A).

<sup>20</sup> From p. 15 of the Transportation System Planning Guidelines. Also see Chapter 3, Step 15, Develop a transportation improvement program and a transportation finance program.

explored.<sup>21</sup> As such, ODOT’s Planning Business Operational Notice (PB-03) states that the planned financially feasible project list consist of recommended transportation solutions that have been determined to be financially feasible, and a second list of “illustrative” projects documenting agreed-upon strategic infrastructure investments that should be pursued if additional funding or other implementation options become available in the future.

A coordinated, prioritized transportation improvement list is fundamental to a local jurisdiction’s grant eligibility, as it conveys the community’s intent through a legislatively adopted plan. Coordinated grant requests that have the backing of more than one agency or jurisdiction and projects that are synergistic have a greater chance of being funded.

## **What triggers an update?**

The need for a TSP update may be prompted by shifts in State regulation, policy, or statute; an outdated capital improvement list; or changes in the community. Often population pressures spur transportation planning, as land is designated to accommodate future growth and developed for employment, commercial, and housing needs. Programmatic updates are also common. Some jurisdictions have policies in place to update their plans on a schedule, or when required by the State’s Periodic Review process.<sup>22</sup> The 2008 TSP Guidelines document includes a sample list of events or occurrences that can prompt a local government to update its TSP. Text accompanying the list emphasizes that changes to the TSP need to respond to changing conditions and address other planning work the jurisdiction is undertaking.<sup>23</sup> The list is comprehensive and remains relevant today. Absent, however, is the mention of enhancing health, adjusting to climate change, transportation safety, transportation choices or, more generally, availability of and access to active transportation modes. It is not known how many recently adopted or “in progress” TSP updates were driven specifically by health or active transportation objectives, but these are major themes in current TSPs. Related to this, maximizing the efficiency of the existing transportation system by focusing on active transportation and cost-effective improvements has been a focus of TSP updates. Also, resilience

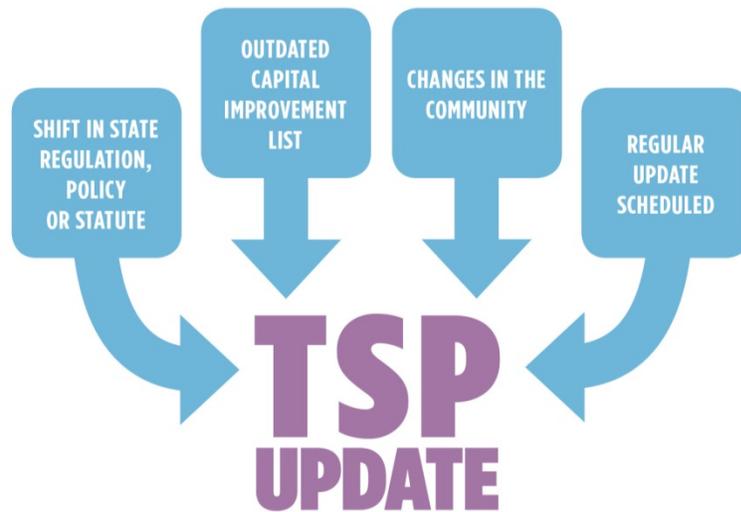
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<sup>21</sup> See Transportation System Planning Guidelines, Appendix 8, Guide to Financing Projects in Transportation System Plans. The *Background* section in Appendix 8 states: “Funding has been and continues to be problematic for transportation. There simply is not sufficient funding available to meet State and Local needs in Oregon. Accordingly, communities must carefully manage funding that is available to them and develop mechanisms to generate additional funds. This theme is reflected in Step 15 of the 2008 Guidelines and elaborated upon in Appendix 8. Also, ODOT Staff Guidance: Operational Notice PB-03, Financial Feasibility in System Planning (2014), provides a framework for statewide consistency (feasible facility plans); identifies approaches to help ensure TSPs reflect realistic fiscal constraints; and recognizes opportunities to leverage funding.

<sup>22</sup> <https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3075>

<sup>23</sup> See Chapter 2 of the *2008 TSP Guidelines*, Step 1 (determine if an update is needed), and the “triggers” that prompt TSP updates.

planning is a known driving force for some TSP updates, particularly in coastal communities, and in earthquake prone regions, an objective not reflected in the existing Guidelines.



## **How do jurisdictions maintain integrated transportation plans?**

Jurisdictions employ a variety of methods to explain, communicate, and establish support for TSP priorities and engage citizens, transportation interest groups, community economic interests, and others in the planning process. The TSP Guidelines detail elements of the type of public involvement effort needed to develop a TSP that is responsive to local community needs and well integrated with the objectives of jurisdictional and agency partners.<sup>24</sup> The development of a public involvement plan is an initial task of any TSP planning. A successful plan includes identifying advisors from other agencies and neighboring jurisdictions and inviting them to participate during key stages of TSP development as part of the overall project schedule.<sup>25</sup> A public involvement plan will also typically include the roles, responsibilities, and expectations of advisory groups. This engagement allows for cross communication, alignment of multiple goals and objectives across agencies, and integration strategies between public projects and programs.

Ongoing planning integration – between the goals, objectives, and outcomes of the updated TSP and the adopted plans and practices of the jurisdiction, as well as those of transportation agencies and neighboring jurisdictions – is also necessary after concluding the TSP update process and plan adoption.

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<sup>24</sup> See Chapter 2 of the *2008 TSP Guidelines*, Step 6, Develop a stakeholder/public involvement plan.

<sup>25</sup> The strategies to engage the public and citizens in transportation planning are varied. Detailing successful public involvement strategies is beyond the scope of this white paper. Content and resources for developing a public involvement plan can be found through ODOT’s Transportation Planning Section webpage, <https://www.oregon.gov/ODOT/Planning/Pages/Public-Involvement.aspx>

Local comprehensive plan transportation policies related to coordination will continue to guide future planning efforts and project implementation across jurisdictional boundaries. Regulatory requirements, housed in the local zoning or land use ordinance or code, include planning procedures that also ensure future coordination, principally through notification requirements that allow transportation providers to participate in the land development process. Jurisdictions can also use tools such as memoranda of understanding, intergovernmental agreements, or urban growth area agreements, to lay out the terms and conditions related to jurisdictional responsibility for transportation facilities in urbanizing areas, or where facility planning may impact multiple jurisdictions.<sup>26</sup>

Cooperative agreements executed under ORS 197.185(2) shall include the requirement that mass transit, transportation, airport and port districts adopt a plan consistent with the requirements of this section.

## Findings and Conclusions

The planning context explored in this paper illustrates how jurisdictions can explain, communicate, and establish support for TSP priorities while maintaining integrated plans. The reasons for undertaking coordinated, integrated long-range transportation planning at the regional and local level are both regulatory and practical. Transportation system planning is governed by rules and regulations at the federal, state, regional and local level that are aimed at ensuring coordination across jurisdictional boundaries. Local and regional planning processes must be closely coordinated to ensure that local plans reflect regional policy choices documented in State plans, RTPs, and RTSPs and, conversely, that the projects identified in State and regional plans identify projects that are consistent with the local land use decisions and projects that have been identified in the local TSPs. Understanding the larger context for planning and successfully engaging transportation providers, agencies, and neighboring jurisdictions can increase efficiencies in facility planning and project delivery, enhance opportunities for funding, and generally better meet community needs.

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<sup>26</sup> ORS 195, Local Government Planning Coordination, confirms that counties are responsible for coordinating all planning activities affecting land uses within their jurisdiction to ensure an integrated comprehensive plan for the entire area of the county. ORS 195 also dictates that cities, counties and, if applicable, metropolitan service districts enter into cooperative agreements with each special district that provides an urban service within an urban growth boundary. [https://www.oregonlegislature.gov/bills\\_laws/ors/ors195.html](https://www.oregonlegislature.gov/bills_laws/ors/ors195.html)