

TSP Guidelines

Transportation System Plan Guidelines Similar and Unique Needs

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.

This white paper is one of a series that is being produced to help inform the overall direction of the *TSP Guidelines Update*. The objectives of the white paper are twofold:

- ▶ To document transportation system planning elements that are commonly used and could possibly be standardized and applied consistently across jurisdictions
- ▶ To identify customized elements that address unique jurisdictional needs and planning contexts, such as a jurisdiction's classification, location, and/or size

The following transportation system planning elements are discussed, with distinctions made between regional and local TSP planning:



PLANNING
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PLAN
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DATA NEEDS
& RESOURCES



FUNDING
SOURCES



PLAN
IMPLEMENTATION



Planning Process

Chapter 1 of the 2008 *TSP Guidelines* document provides an overview of the transportation system planning process and includes steps that should be followed in updating a TSP. For TSP updates, communities focus on changes that have occurred since the plan was last prepared, including population and employment growth, changes to the transportation network, completed projects on the capital improvement list or changes to transit service, urban growth boundary amendments, recently completed facility (corridor, interchange) or special area plans, and changes in federal, State, or regional policies or requirements. These planning process elements are basic considerations when preparing a TSP for any community. Differences in planning result from unique circumstances and transportation planning requirements related to cities, counties and metropolitan areas, size, and governance.

Regional

Federal transportation legislation requires that an MPO be designated for every census defined urbanized area with a population greater than 50,000 people.¹ The purpose of the MPO is to carry out the federally required metropolitan area transportation planning process. The core products produced by an MPO include a long-range Regional Transportation Plan (RTP) and a four-year Metropolitan Transportation Improvement Program (MTIP). RTPs address federal transportation planning requirements as a condition of federal funding. They identify roadway and transit projects in the defined urban area. Projects identified in an RTP are reflective of priorities and investments planned for by member cities, counties, transit operators, ODOT, and other relevant entities. The regional planning process thus ensures that the planning activities and investments of the local partners are coordinated in terms of intent, timing, and effect. In addition to federal long-range planning requirements, MPOs must also prepare an RTSP to address State transportation planning requirements pursuant to the TPR.²

Three MPOs in Oregon have populations larger than 200,000 – Portland Metropolitan Area, Salem-Keizer Transportation Study (SKATS), and Central Lane – and are subject to additional federal requirements that influence their planning processes. These large MPOs are designated as transportation management areas (TMAs); TMAs must have a congestion management process (CMP) that identifies actions and strategies to reduce congestion and increase mobility. Jurisdictions within these three metropolitan areas must adopt transportation system plans that reflect regional goals, objectives, and investment strategies for managing congestion that are specific to the area, as well as demonstrate how local transportation system planning is helping to meet performance targets.

MPOs within air quality nonattainment areas (NAAs) are subject to additional requirements. Transportation plans, programs, and projects must conform to the State’s air quality plan, known as the State Implementation Plan (SIP). In nonattainment or maintenance areas for air quality, the MPO is responsible for coordinating transportation and air quality planning. Implications for local TSP planning in non-attainment areas include establishing plan objectives

¹ See a list of MPOs in Table 1 in the Planning Context white paper and at <https://www.oregon.gov/ODOT/Planning/TSP-Guidelines/Documents/WP-Planning-Context.pdf>

² See planning framework discussion under the “Regional” heading in the *Planning Context* white paper.

focusing on better air quality and lower levels of greenhouse gases and noxious emissions, establishing evaluation criteria that emphasize these objectives, and ultimately prioritizing projects that enhance air quality.

Regional transit planning is also guided by the availability and requirements of federal funding through the Federal Transit Agency (FTA). The FTA provides financial assistance to develop new transit systems and improve, maintain, and operate existing systems. Grantees must comply with statutory and regulatory requirements associated with the management of federally assisted grants.³

Local

Depending on population size, some cities and counties in Oregon may not be required to develop or adopt a TSP. Cities with fewer than 10,000 residents, counties with fewer than 25,000 residents, and unincorporated areas of counties within urban growth boundaries with fewer than 10,000 residents may be exempt, as allowed by the TPR. The Department of Land Conservation and Development (DLCD) may grant a whole or partial exemption from TPR requirements for these jurisdictions. Jurisdictions that fall under the population thresholds may still elect to undertake long-range transportation planning and are eligible for State grant funding to do so. In the event that they do, these communities may not be obligated to fulfill all the requirements in the TPR for developing and implementing a local TSP.

Initial efforts in TSP development include determining the scope of the project, assessing the existing TSP, as applicable, to determine what needs to be updated, and identifying recent regulatory, policy, and statutory changes that will have bearing on local transportation planning.⁴ This initial project phase is typically addressed when developing TSP goals and objectives.⁵

All TSP planning is guided by a program for citizen involvement, usually referred to as a Public Involvement Plan (PIP). The PIP establishes procedures for citizen engagement during the TSP update. The PIP will outline involvement by community and technical advisors, including community leaders; individuals interested or with experience in a certain mode; city, county and metropolitan area staff; transportation providers; and representatives of State and local agencies (e.g., health and human services, emergency services, transit, ODOT, neighboring jurisdictions). The PIP will include a schedule for plan completion and adoption, major milestones and decision-making points, and times during the process that the advisory groups will convene to participate and provide feedback. The PIP will also include an approach to engage the broader public in the planning process, usually with scheduled “in-person” events, such as community open houses; online outlets (project webpage, often with feedback opportunities); and direct outreach (mailers, email).

³ <https://www.transit.dot.gov/regulations-and-guidance/regulations-and-guidance>

⁴ See a discussion of these three steps in Chapter 2, Updating a Transportation System Plan, in the 2008 *TSP Guidelines*.

⁵ Project goals and objectives in turn are used to develop evaluation criteria to assess transportation system alternatives and the selection and prioritization of preferred alternatives for inclusion in the final plan. They are also used to develop “implementing policies,” new or updated transportation Comprehensive Plan policies, as required by the TPR and listed in the *Plan Content* section of this white paper.

A TSP must address the needs of all citizens within a community, with special attention to the needs of federally protected populations. These populations include those protected from discrimination based on race, color, national origin, minority status, limited English proficiency, income, age, sex, and disability. The planning processes, and the data needs and resource components necessary to plan for these populations (see the Data Needs and Resources section of this paper) are similar across jurisdictions; however, the content and subsequent outcomes of this documentation will be different for each jurisdiction, based on unique circumstances and demographic makeup.

Federally protected populations are typically identified during the evaluation of existing conditions early in the TSP planning process so that demographic information can help inform targeted public outreach, as implemented through the PIP.⁶ The presence of these populations will vary by concentration and location and have the potential to influence policy – particularly around non-motorized modes – and TSP project prioritization and selection.

Local TSPs are required to be consistent with RTSPs and, where elements of the RTSP have not been adopted, the city or county must coordinate the preparation of the local TSP with the regional transportation planning body.⁷ However, there are currently no State guidelines on coordinating TSP planning between a county and its jurisdictions. Counties and cities may choose to undertake a TSP update together, at the same time. An example of a coordinated TSP document that plans for both unincorporated urban areas under county jurisdiction and city facilities within a city urban growth boundary, is the Klamath Falls Urban Area TSP.⁸ Another example is the recently adopted Lake County TSP, a plan for both Lake County and City of Paisley facilities. For these examples, the public hearing and adoption can happen in the same time period through similar, but jurisdiction-specific adoption procedures. It is typical for one jurisdiction to complete and adopt a TSP, and then subsequently, the cities or county affected will adopt needed changes to their respective TSP(s). The timing of related TSP amendments could be relatively soon after plan adoption – accomplished through a discrete plan amendment, targeted specifically where there are conflicts related to planned facilities or funding – or may wait until a more comprehensive update is programmed and funded.



PLANNING
PROCESS

Similar Elements

- ▶ Common TSP project steps include: determining the scope; assessing what needs to be updated; and identifying regulatory, policy, and statutory changes.
- ▶ All cities and counties must have and follow a Public Involvement Plan, consistent with Statewide Planning Goal 1: Citizen Involvement.
- ▶ All TSPs must document the needs of Title VI populations.

⁶ ODOT Guidelines for Addressing Title VI and Environmental Justice in Transportation Planning

⁷ OAR 660-012-0015 Preparation and Coordination of Transportation System Plans

⁸ <http://www.klamathfallstsp.com/>



PLANNING
PROCESS

Unique Characteristics

- ▶ City and county TSPs and metropolitan RTSPs must be consistent and supportive of the regional congestion management processes (CMP).
- ▶ City and County TSPs and metropolitan RTSPs must be consistent with air quality requirements, as applicable, so as to support the State's air quality plan.
- ▶ Cities under 10,000 and counties under 25,000 people, as well as areas within a county within an urban growth boundary that have fewer than 10,000 people may be exempt from developing and adopting a TSP.
- ▶ TSP processes are influenced by a community's specific demographic characteristics.
- ▶ Timing of TSP updates and adoption varies when one local TSP includes and plans for facilities that are governed by another.



Plan Content

All TSPs will include the same basic technical content as is listed under “*What does a TSP Include*” in Chapter 1 of the 2008 *TSP Guidelines* and summarized here, in *Similar Elements*. The similarities are due to the fact that the TPR includes the required elements of a TSP; some of the required elements will vary based on jurisdictional classification, size, and location (within/outside an MPO). Content differences exhibited in adopted TSPs will reflect the individual jurisdiction's geographic and demographic characteristics as well as the component makeup of a given transportation system.

Regional

Pursuant to federal requirements, all MPOs have to develop and update an RTP, a fiscally constrained long-range transportation plan for their planning area that covers a planning horizon of at least 20 years, and an associated transportation improvement program (TIP).⁹ Already noted are the federal requirements for MPOs, including additional requirements for MPOs with populations greater than 200,000. Jurisdictions in MPOs are required to adopt land use and subdivision regulations to reduce reliance on automobiles, including a demand management program and a parking plan (TPR -0045(5)).

⁹ Pursuant to Federal Highway Administration rules (23 CFR Part 450.322), MPO plans must show capital investment, operations, and management strategies that promote an integrated multimodal transportation system over a horizon of at least 20 years. The projects must be “financially constrained;” funding for all projects in the plan must be identified, or there must be a reasonable expectation of funding.

Local

All local TSPs include a “context” section related to the planning framework (state, regional and local policies and requirements) in which the TSP plan was developed, and will be guided by a set of project goals and objectives.¹⁰ The TPR also requires other elements that are found in all local TSPs.¹¹

TSP REQUIRED ELEMENTS

- 1 :: Existing conditions inventory
- 2 :: Future conditions/determination of needs
- 3 :: Alternative analysis
- 4 :: Modal plans
- 5 :: Implementing policies and land use regulations
- 6 :: Funding plan (required for pop. 2500+)
- 7 :: Transportation system management/transportation demand management plans (required for pop. 25,000+)
- 8 :: Parking plan (required for jurisdictions within MPOs)

TSPs document existing conditions/existing needs and projected future conditions/future needs unique to the jurisdiction, with alternative development and project prioritization based on meeting future needs consistent with project goals and objectives. Existing and future conditions and needs are determined for a multi-modal system. TSPs include modal plans for roadways (vehicles and freight); public transportation; bicycles; pedestrians; and air, rail, water and pipeline transportation.

All TSPs must also have a system of planned transportation facilities, services and major improvements, including a description of the type or functional classification of planned facilities and services and their planned capacities and performance standards.¹² The content of TSPs will vary based on the types of facilities jurisdictions have within their planning boundary. For example, not every jurisdiction will have a port facility, some won't have pipeline facilities, and most don't have passenger rail. These elements are not required if they are not present within jurisdictional boundaries. Most jurisdictions will have freight rail facilities, and must coordinate with ODOT Rail and Public Transit and private rail operators to approve proposed improvements related to rail crossings. Rail locations and specific crossing issues are unique to each jurisdiction and will determine the degree to which rail is addressed in the TSP. Similarly, public transit will vary between jurisdictions and how it is addressed in the transportation planning process will depend on the type (fixed-route, demand response) as well as the location of existing and

¹⁰ There is opportunity to provide template examples for planning context, as well as goal and policy language, in the updated TSP Guidelines that communities could use and tailor to their unique needs.

¹¹ Required elements are found in OAR 660-12-0020 and, for jurisdictions within an MPO, in OAR 660-12-00. Also, see *What does a Transportation System Plan Include?* in Chapter 1 of the *TSP Guidelines*. Note that modal plans include a transit element.

¹² OAR 660-012-0020(3)(C)(b).

planned facilities (stops, stations).¹³ Even where jurisdictions have the same types of road facilities, there will be differences in terminology and road/street classification (e.g., “arterial,” “major arterial,” or “principal arterial”) between TSPs. There will also be slight differences in standards related to street classification (e.g., no sidewalks, required sidewalks on one side, and required sidewalks on both sides) which will vary between jurisdictions.

Content will also differ depending on the following:

- ▶ If the planning process is a comprehensive update, or only addresses specific mode(s), facilities, or issues (e.g., downtown circulation, parking plans). See Chapter 2 of the 2008 TSP *Guidelines*, need and scope determination.
- ▶ The need to incorporate past planning studies (e.g., downtown plans, hazard mitigation plans, health impact assessments, ADA transition plans, access management plans, corridor studies, special transportation area plans, etc.) as part of the TSP update.
- ▶ The need to articulate jurisdictional coordination, ownership, planning responsibility, and funding within identified urban reserve areas or urban growth areas.

These unique characteristics were also identified by the Stakeholder Advisory Committee¹⁴ as areas where the TSP Guidelines could offer additional guidance. Committee members noted that more guidance is needed regarding efficient, cost-effective approaches to TSP updates, where the need is focused on addressing discrete elements – in particular refinement plans for subareas and corridor plans. It is also recognized that for these TSP planning areas, there can be a difference in available data, resources (human and capital), and implementation guidance between cities/urban areas and county/rural areas.

¹³ Jurisdictions with urban area populations of over 25,000, where the area is already served by a public transit system or a public transit system is feasible, must also have land use and subdivision requirements that support transit. (OAR 660-012-0045(4).)

¹⁴ February 9, 2017, Stakeholder Advisory Committee meeting.



PLAN
CONTENT

Similar Elements

- ▶ Plan elements (OAR 660-12-0020):
 - Existing conditions inventory
 - Future conditions/determination of needs
 - Alternative analysis
 - Modal plans
 - Implementing policies and land use regulations
 - Funding plan (jurisdictions over 2,500)
 - Transportation system management/transportation demand management plans (jurisdictions over 25,000)
 - Parking plan (jurisdictions within MPOs)



PLAN
CONTENT

Unique Characteristics

- ▶ Elements on facilities such as ports, airports, pipelines, passenger or commuter rail.
- ▶ Terminology/classification systems
- ▶ Jurisdictions in MPOs are required to adopt land use and subdivision regulations to reduce reliance on automobiles, including a demand management program and a parking plan.
- ▶ Comprehensiveness and scale of update
- ▶ Incorporation of other planning studies
- ▶ Multi-jurisdictional coordination issues



Data Needs and Resources

Data needs related to updating a TSP will be driven by both policy objectives and what components of the plan/system need to be updated (i.e., data specific to a given mode). Where data is housed and in what degree of detail it is available will vary somewhat by jurisdiction, depending on to what extent inventories have been mapped and digitized and whether or not the jurisdiction maintains a database for the information needed in house or relies on another jurisdiction (e.g., a city relying on a county or a council of governments for data needs). Data resources are described under the level of government that typically provides the information and are summarized in Table 1. Note that the information in Table 1 is preliminary and provided for discussion purposes; significant refinements are expected prior to inclusion in the 2017 Guidelines.

Table 1 – Data Resources

Resource ¹⁵	Agency ¹⁶	Source				
		Federal	State	Region (MPO/COG)	County	City
Population and demographics	U.S. Census Bureau	✓	✓	✓		
Floodway/floodplain	Federal Emergency Management Agency (FEMA)	✓				
Wetlands	U.S. Fish and Wildlife Service, Oregon Department of State Lands (DSL)	✓	✓			
Forest routes/roads	U.S. Department of Agriculture Forest Service; U.S. Department of the Interior Bureau of Land Management (BLM), U.S. National Park Service, U.S. Fish & Wildlife Service	✓				
Coordinated population forecasting	Portland State Population Research Center (PRC)		✓		✓	✓
Wages, salaries, and employment	Oregon Employment Department		✓			
Traffic volumes	ODOT/MPOs/COGs		✓	✓	✓	✓
Travel Demand Model			✓	✓		✓
Location and types of business establishments (North American Industry Codes System)	Oregon Employment Department		✓			
Pavement conditions (based on biennial survey)	ODOT/Local Agencies		✓		✓	✓
Roadway data (number of lanes, speed, cross section, functional classification,	Multiple agencies		✓	✓	✓	✓

¹⁵ The list provided is a “snapshot” of data sources currently available. The *TSP Guidelines* update process will explore ways to cite data sources/contacts so they retain their relevance and do not become outdated.

¹⁶ The *TSP Guidelines* update process will explore providing more details regarding which division, department, office and/or individual to contact for information.

Resource ¹⁵	Agency ¹⁶	Source				
		Federal	State	Region (MPO/COG)	County	City
jurisdiction/ownership)						
Signalized intersection locations	Multiple agencies		✓		✓	✓
Pedestrian and bicycle facilities inventory	Multiple agencies		✓	✓	✓	✓
Pedestrian and bicycle volume/count data	Strava; other ride tracking software or apps, ODOT, local agency volunteer count programs or automatic counters		✓	✓	✓	✓
Transportation Options programs	Multiple agencies		✓	✓	✓	✓
Crash Data, Safety Priority Index System (SPIS) locations	ODOT		✓		✓	✓
Signal timing	Multiple agencies		✓		✓	✓
Street lighting	ODOT, public or private utility providers		✓		✓	✓
Bridge conditions and culverts	ODOT (for state and local facilities)		✓		✓	✓
Environmental Cleanup Site Information (ECSI)	Oregon Department of Environmental Quality (DEQ)		✓			
Archeological records	State Historic Preservation Office (SHPO)		✓			
Wildlife habitat	Oregon Department of Fish and Wildlife (ODFW)		✓			
Land use designations	Multiple sources		✓	✓	✓	✓
Tax lot/parcel data	Multiple agencies			✓	✓	✓
Transit lines, facilities	Multiple agencies		✓	✓	✓	✓
National Transit Database						
Transit Level of Service	Transit providers			✓	✓	✓
Transit ridership volume	Transit providers; route or stop specifics at provider-level	✓	✓	✓	✓	✓
Google Transit Feed Service (GTFS)			✓		✓	✓
Airport locations	ODOT	✓	✓		✓	✓

Resource ¹⁵	Agency ¹⁶	Source				
		Federal	State	Region (MPO/COG)	County	City
Railroad lines and crossings (with control type)	ODOT and private railroad operators				✓	✓
Pipeline and transmission lines	Local agency and private utility providers				✓ ¹⁷	✓ ¹⁷
Health	Oregon Health Authority (OHA), County health Department		✓		✓	

Federal

Typical federal data used to update TSPs include U.S. Census data for the identification of Title VI and Environmental Justice populations; Federal Emergency Management Agency (FEMA) data, for mapped floodway/floodplain; and the National Wetlands Inventory, which informs local natural resources inventories as part of the TSP existing conditions reports. Federal data is readily available via the internet from the U.S. Census Bureau and FEMA and, for wetlands, through the U.S. Fish and Wildlife Service.

State

A TSP update entails revising the inventory of the existing transportation system and the land uses and population within the planning area, incorporating a new 20-year planning horizon, and, where applicable, considering expanded UGB areas and new urban reserve areas. Population forecasting is coordinated for all jurisdictions by the Population Research Center (PRC) at Portland State University (PSU)¹⁸ and incorporated into state and regional transportation models for application in TSPs. TSPs also often use projected wages, salary and employment data based on U.S. Census data available through the Oregon Employment Department.

State data available from ODOT include: future no-build traffic volumes/Travel Demand Model; motor vehicle crash data; bicycle/pedestrian data; speed data; travel time reliability; pavement conditions (based on biennial survey); bridge conditions; and culverts conditions on State highways. Other State information pertinent to documenting existing conditions includes the Oregon Department of Environmental Quality (DEQ) databases on Environmental Cleanup Site Information (ECSI) and Leaking Underground Storage Tank (LUST) Cleanup Sites (to show the general location of environmental hazards), State Historic Preservation Office (SHPO) archeological records (for historic resources), and the Department of State Lands (DSL) state wetlands inventory.

Important to varying degrees, depending on the location and physical conditions within a jurisdiction, is the inventory of sensitive habitat areas. Counties may have mapped areas for game and non-game species to ensure

¹⁷ Private providers may also have data for pipeline and transmission lines within cities and counties.

¹⁸ <https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3082>

that habitat, rangeland, and nesting areas are not compromised by development, including road construction. The Oregon Department of Fish and Wildlife (ODFW) is a source for this information.

Some counties' transportation systems will include U.S. Forest Service Routes. These facilities are planned and maintained by the U.S. Department of Agriculture Forest Service (USFS). The U.S. Department of Interior Bureau of Land Management (BLM) also owns roads in Oregon. These roads are used primarily for logging, recreational use, and administrative purposes, but may also be used to provide residential access to and from a county road. The standard to which both of these types of government roads are constructed and maintained is important to counties and a consideration in TSP development. County data may include these roadways; otherwise information on their location will need to be obtained from the U.S. Forest Service and BLM respectively.¹⁹

Incorporating community health information into transportation system planning is an emerging trend for planning for healthy communities. The Oregon Health Authority can provide some relevant data to support these approaches.

Regional

MPOs house information related to roadways that have regional importance. This includes information (location, standards) for freight routes and routes that accommodate higher volumes of freight traffic. It should be noted that regional designated freight facilities may include routes not designated as part of the National Highway System (NHS). MPOs also house data and information related to existing conditions, including transit routes and facilities, and demographics that will inform and be available for local transportation planning efforts. In the Portland area, Metro has an extensive data resource base that is both used and contributed to by local jurisdictions for transportation system planning.²⁰ Other MPOs throughout the state have various levels of geographic information systems (GIS) documenting everything from general transportation and land use information to more extensive demographic, topographic, and environmental mapping information. In addition, some MPO GIS contain online resources down to the specific parcel information, including ownership, taxes, crime, and other statistics.²¹

Other public agencies also have data pertinent to TSP updates, including data related to ports (port authorities), passenger rail and intercity bus (ODOT's Amtrak Cascades and POINT bus networks), commuter and light rail (TriMet), public transportation (cities, counties, tribes, special districts, non-profit and for-profit organizations), and streetcar lines (Portland Streetcar). Pipeline and transmission system information may need to be obtained by private entities, including those providing natural gas and electric power.

Local

There are various types of data, and varying degrees of expertise regarding data analysis, at the local level. Counties have GIS data for transportation facilities, demographics, natural resources and habitat, and other areas,

¹⁹ <https://www.fs.fed.us/>; <https://www.blm.gov/oregon-washington>

²⁰ <https://www.oregonmetro.gov/tools-partners/data-resource-center>

²¹ An example of data an MPO can provide is found in the Central Lane MPO Data Portal, currently in development: <http://thempo.org/887/Data-Portal>

but may contract the management of this data to an MPO or council of governments. Some rural counties without MPOs may not have a full-time data manager or analyst on staff and may employ a contractor for this work. Likewise, cities within an MPO may rely on the council of governments for assistance or the county for GIS services and data relevant to TSP updates. Local needs for modal data will depend on the size of the jurisdiction and may vary based on local policy interest.

Private

Due to the expanding presence of private sector companies, platforms for collecting bike, pedestrian, transit, freight, and shared use mobility data are increasing in number and becoming more widely available. It will be critical for local jurisdictions to find opportunities to partner with these private sector companies to leverage the use of this data. See the *Best Practices and Emerging Trends* white paper in this series for more details.



Funding Sources

A focus of the 2008 *TSP Guidelines* was the link between local needs and the availability of transportation funding and the differentiation between a preferred or illustrative plan/project list and a revenue-forecasted constrained plan (Step 15 of the 2008 *TSP Guidelines*).²² A best practice in the 2008 *TSP Guidelines* strongly encourages jurisdictions to consider transportation funding early in the TSP process, so that more realistic system alternatives will be developed and considered during the transportation planning process. Consistent with this advice, a review of existing revenue and funding sources is often – but not always – one of the first products developed in the TSP update process.

Available funding sources for transportation improvements and services will vary by jurisdiction and will be a determinant in project prioritization. Table 3 lists funding sources and where they are – or could be – used to fund transportation.

Table 3– Funding Sources Summary

Funding Source ²³	Description	Applicability			
		MPO	County	City	District
ROADWAY FUNDING					

²² Jurisdictions within MPOs can use the financial forecast developed for the financially constrained RTP as the basis for determining a realistic funding level. Local jurisdictions use the TSP process to prioritize projects for inclusion in the financially constrained RTP. ODOT has guidance for supporting financially feasible local TSPs, as well as ODOT facility plans, which also addresses 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).

²³ The list provided is a snapshot of funding sources currently available. The *TSP Guidelines* update process will explore ways to cite sources and include contacts so they retain their relevance and do not become outdated.

Funding Source ²³	Description	Applicability			District
		MPO	County	City	
Surface Transportation Block Grant (STBG)	Federal flexible funding that may be used for projects to preserve and improve conditions on and performance of any federal-aid highway, bridge, or tunnel project on any public road; pedestrian and bicycle infrastructure; and transit capital projects, including intercity bus terminals.	✓	✓	✓	
State Highway Fund	Revenue sources are: Motor Vehicle Registration and Title Fees; Driver License Fees; Motor Vehicle Fuel Taxes; and Weight-Mile Taxes. Fund expenditures are restricted to construction, improvement, maintenance, operation and use of public highways, roads, streets, and roadside rest areas.		✓	✓	
Road Fund Serial Levy	Voter-approved property tax levied in addition to the permanent tax rate.		✓	✓	
Road Utility Fee	Monthly user fee with revenue dedicated to road operations. Enacted legislatively or by popular vote. This source is generally better suited to funding operations than capital improvements.		✓	✓	
Vehicle Registration Fee	An extra fee on all registered motor vehicles. Enacted legislatively or by popular vote. This source could fund operations or capital programs.	✓	✓	✓	
Motor Vehicle Title Fee	All motor vehicles registered in the jurisdiction are also required to have a title recorded as personal property within the jurisdiction. This source generates two sources of revenue: the fee itself and personal property taxes levied on motor vehicles.	✓			
Local-Option Fuel Tax	Enacted legislatively or by popular vote. This source could fund operations or capital programs.		✓	✓	
Immediate Opportunity Funds	Support primary economic development through the construction and improvement of streets and roads.	✓	✓	✓	
All Roads Transportation	MAP 21 increased safety funding and emphasizes a focus on All	✓	✓	✓	

Funding Source ²³	Description	Applicability			District
		MPO	County	City	
Safety (ARTS)	Roads. Because of this, ODOT offered a portion of its safety funds to improve safety on local roads, leading to the creation of the All Roads Transportation Safety (ARTS) program. By the end of 2015 the ARTS program had generated lists of potential projects for scoping. Post-field scoping, the projects will be built in the 2017-2021 STIP timeframe.				
General Fund	Property taxes from the county's permanent tax rate.		✓	✓	
Transportation Development Tax	Based on the estimated traffic generated by each type of development; revenue is dedicated to transportation capital improvements designed to accommodate growth. Eligible projects are on major roads, including sidewalks and bike lanes, as well as transit capital projects.		✓	✓	
System Development Charges (SDC)	A reimbursement fee, an improvement fee or a combination thereof assessed or collected at the time of increased usage of a capital improvement. or issuance of a development permit, building permit or connection to the capital improvement.		✓	✓	
Local Impact Development (LID)	Use as a method of financing capital improvements constructed by the local agency or utility district that provide a special benefit to the properties within the boundary of the LID.		✓	✓	✓
Tax Increment Financing	Used to capture additional property taxes generated in the vicinity of transit specific improvements or areas. This type of funding can also be used to capture a portion of property value increase caused by a particular investment.		✓	✓	

Funding Source ²³	Description	Applicability			
		MPO	County	City	District
Urban Renewal Districts	Uses the future increase in property taxes from the rehabilitation of urban areas by renovating or replacing dilapidated buildings with new housing, public buildings, parks, roadways, industrial areas to finance infrastructure improvements within the district.		✓	✓	
TRANSIT FUNDING					
State Special Transportation Funds (STF)	Allocated by the Oregon Legislature every two years. Funds may be used for any purpose directly related to public transportation services for seniors and people with disabilities. Funds managed locally by STF agencies (transit districts, counties, tribes); eligible recipients include governmental and non-governmental organizations.	✓	✓	✓	✓
Federal Transit Administration (FTA) Grants	Section 5310 Funds: formula funding to states and metropolitan regions for the purpose of meeting the transportation needs of seniors and people with disabilities. ODOT allocates the state 5310 funds to rural areas via local STF agency, and may reserve for discretionary programs.		✓	✓	✓
	Section 5311 Funds: formula funding for transit capital, planning, and operations in rural areas (population less than 50,000)		✓	✓	✓
	Section 5311(f): Rural intercity bus. Discretionary program.	✓	✓	✓	✓
	Section 5339 Funds: funding through an allocation process to states for small urban and rural areas, and transit agencies in large urban areas, to replace, rehabilitate and purchase buses and related equipment and to construct bus-related facilities.		✓	✓	✓
	5307: Formula transit funds for large and small urban districts (Trimet, Cherriots),	✓			✓

Funding Source ²³	Description	Applicability			
		MPO	County	City	District
	Section 5309: Capital Investment Grants: funding major transit capital investments including heavy rail, light rail, and bus rapid transit	✓			✓
	Section 5303/4/5: Metropolitan and Statewide Planning. Funds allocated to states, which then distribute them to regional and local agencies.	✓	✓	✓	✓
	Section 5337: State of Good Repair: fixed guideways	✓	✓	✓	✓
ConnectOregon Funds	Projects are eligible for grants covering up to 70% of project costs. A minimum 30% cash match is required from the recipient for all grant-funded projects. Projects eligible for funding from state fuel tax revenues are not eligible for ConnectOregon funding.	✓	✓	✓	
Private/Public Sponsorships	Public/private sponsorships involve a private entity such as a local business owner working with the public agency to fund a project (e.g., bus stop shelter and sidewalk connection maintenance). In return for their investment in the community, these business owners often have recognition for their role, providing a marketing venue for the business	✓	✓	✓	✓
Congestion Mitigation & Air Quality (CMAQ)	Federal flexible funding source to state and local governments for transportation projects and programs to help meet the requirements of the Clean Air Act.	✓	✓	✓	✓
Federal Lands Access Program	Established in 23 U.S.C. 204 to improve transportation facilities that provide access to, are adjacent to, or are located within federal lands. Supplements state and local resources for public roads, transit systems, and other transportation facilities, with an emphasis on high-use recreation sites and economic generators.		✓	✓	
STIP Enhance	Funds allocated to projects through a competitive grant application process. Eligible		✓	✓	✓

Funding Source ²³	Description	Applicability			District
		MPO	County	City	
	projects include public transit capital improvements.				
Property Taxes	Tax assessed on the value of an owned property, a portion of which can be used to fund transit.	✓	✓	✓	
Payroll Taxes	Taxes imposed on employers or employees, usually calculated as a percentage of the salaries that employers pay their staff, and generated through deductions from an employee's wages, or taxes paid by the employer based on the employee's wages.		✓	✓	
Business Taxes	Tax assessed on the net income of businesses near transit facilities/routes.		✓	✓	
Tax Increment Financing	Used to capture additional property taxes generated in the vicinity of transit-specific improvements or areas. This type of funding can also be used to capture a portion of property value increase caused by a particular investment.		✓	✓	
Tax Incentive Zones	Designated areas that provide an indirect avenue for transit funding by potentially increasing fare revenue, sponsorship revenue, etc. by providing tax incentives for businesses and residents near transit-oriented or transit-friendly developments.		✓	✓	
Multimodal Impact Fees	Similar to Transportation Impact Fees (TIFs), but focused on improvements to multimodal transportation options. In the event a TIF is established, the fixed-route service could work to allocate a portion of funds towards transit enhancing improvements.		✓	✓	
PEDESTRIAN/BICYCLE FACILITIES FUNDING					
Oregon Parks and Recreation Local Government Grants	Primary use is recreation; transportation allowed. Construction limited to outside road right-of-way, only in public parks or designated recreation areas.		✓	✓	
Recreational	Recreational trail-related projects,		✓	✓	

Funding Source ²³	Description	Applicability			
		MPO	County	City	District
Trails Program	such as hiking, running, bicycling, off-road motorcycling, and all-terrain vehicle riding.				
Land and Water Conservation Fund	Acquire land for public outdoor recreation or develop basic outdoor recreational facilities.		✓	✓	
ATV Grant Program	Operation and maintenance, law enforcement, emergency medical services, land acquisition, leases, planning, development, and safety education in Oregon's OHV (off-highway vehicle) recreation areas.		✓	✓	
Private/Public Sponsorships	Public/Private sponsorships involve a private entity such as a local business owner working with the public agency to fund a project (e.g., bicycle hubs, trails, etc.). In return for their investment in the community, these business owners often have recognition for their role, providing a marketing venue for the business	✓	✓	✓	
Rivers, Trails, and Conservation Assistance Program	Technical assistance for recreation and conservation projects.	✓	✓	✓	

Implementation

As discussed in the *Planning Context* white paper, all jurisdictions of a certain size must develop and adopt a TSP (OAR 660-012-0015). In addition, jurisdictions must amend land use regulations to implement the updated TSP (OAR 660-012-0045(1)). To be a governing document at the regional or local level, an updated TSP must be legislatively adopted, a similar process across jurisdictions. The legislative adoption process includes general public notice and at least two public hearings – one to elicit recommendations from the local planning commission regarding TSP adoption and at least one hearing held by the city council, or county court or commission to adopt the TSP by ordinance.

For all jurisdictions, the TSP update's project goals and objectives will either be adopted as, or will modify and update, the jurisdiction's existing comprehensive plan transportation policies. Also, TSP updates include recommended modifications to the land use code, development code/ordinance, or subdivision requirements in order to implement the TSP. Modifications may be relatively limited – such as focusing on the incorporation of TSP standards by reference into the code – but more typically include a number of changes related to codifying transportation-related processes (e.g., transportation impact analysis requirements) and implementing plan

outcomes that are new (e.g., requirements to enhance connections to transit). Central to transportation system planning, all TSPs will include a transportation improvement project list that is prioritized and ready to be implemented through the jurisdiction's adopted capital improvement project list.

While all of the implementation-related elements noted above will be part of the updated TSP, the specific outcomes associated with each will reflect community priorities. Transportation policies and, to some extent, the way development code requirements are implemented will also reflect a jurisdiction's individual circumstances and needs. The themes may be familiar – particularly those that address Oregon Transportation Plan (OTP) objectives or, for metropolitan jurisdictions, the RTP policies – but policies will uniquely reflect local facilities and local priorities. Even the number of policies and the strength of words related to them will vary depending on the jurisdiction. A TSP update is guided by project goals and objectives; alternative/project evaluation criteria are based on these goals and objectives. Ultimately, the recommended transportation system must reflect community objectives and priorities, with new facilities and services chosen that best meet evaluation criteria. A preferred project list is refined through the advisory committee process and finally the public adoption process, which is unique to every jurisdiction.

Some, but not all, TSPs include specific recommendations that necessitate modifications to other planning documents, not under the jurisdiction of the TSP implementer. Examples include policy direction or improvements related to mobility targets/standards and classifications for roadways that are not under the jurisdiction's authority (e.g., *Oregon Highway Plan* alternative mobility targets; Metro's *Regional Transportation Plan*/regional roadway classification). Policies and projects in a local TSP may necessitate updates to transit, airport and port district plans, as these are required to be "consistent with and adequate to carry out relevant portions of applicable regional and local TSPs (OAR 660-012-0015(6))." TSPs will also differ in whether or not they identify or recommend needed future studies for issues that could not be addressed during the update process. Examples of future study areas include corridor studies, parking plans, and specific area planning (areas identified for redevelopment or new development).

There is also a unique implementation tool for jurisdictions in the Portland metro area. Metro's *Regional Transportation Functional Plan (RTFP)* shows jurisdictions within the MPO how to implement the RTP through local TSPs and associated land use regulations. The RTFP establishes requirements for local plans that will 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. The RTFP also requires performance targets and standards for safety, VMT per capita, freight reliability, congestion, and walking, bicycling, and transit mode shares.

While most jurisdictions will adopt their updated TSPs through a post-acknowledgement plan amendment (PAPA), some will adopt them as part of a periodic review work program. Plan adoption is similar at the local level, though notification to the State and the appeals process differs from a PAPA. Periodic review is a process whereby jurisdictions examine and, as needed, update their comprehensive land use plans and implementing codes based on an evaluation and work program developed with the assistance of DLCD. As explained in *The Complete Planner's Guide to Periodic Review*, the process of completing a task on the work program "varies based on the needs and practices of the affected jurisdiction and the nature of the task. Generally speaking, the local process is essentially

the same as it would be for a plan amendment outside periodic review. Only the notice requirements are different.”²⁴

A key component of TSP implementation is identifying local projects that are regionally significant or on state highways that require state or federal funding. These projects must first be in an adopted TSP, then must be selected and approved for inclusion in the State Transportation Improvement Program (STIP), Oregon’s four-year transportation capital improvement program.²⁵ For metropolitan areas, the MPO develops a Metropolitan Transportation Improvement Program (MTIP) in cooperation with State and local partners that identifies near-term transportation system investments. All projects within the MTIP are determined by the transportation needs identified in the area’s RTP, ensuring that system investments are consistent with the region’s priorities.

²⁴ Section 4, Completing Periodic Review Tasks, *The Complete Planner’s Guide to Periodic Review Second Edition* (2012), Department of Land Conservation and Development. Periodic review requirements are found in ORS 197.628 to 197.650 and are interpreted and supplemented by Oregon Administrative Rules 660, Division 25. The local government must submit a plan evaluation and work program within six months of receiving periodic review notice. DLCDC will approve or reject the work program or determine that no work program is necessary (OAR 660-025-0110(1)). Once it is complete and approved, the jurisdiction works towards completing the tasks listed in the work program. Unlike a PAPA, which must be noticed to DLCDC 35 days in advance of the first evidentiary hearing, completed periodic review work tasks are notices to the Department after adoption. Objections to the adopted products are submitted to DLCDC; the Land Conservation and Development Commission takes the final action on an appeal or referral of a completed work task.

²⁵ <https://www.oregon.gov/ODOT/STIP/pages/index.aspx>



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Similar Elements

- ▶ A TSP update's project goals and objectives will either be adopted as, or will modify and update, the jurisdiction's existing comprehensive plan transportation policies.
- ▶ Most TSP updates need to include recommended modifications to land use, development code/ordinance or subdivision requirements in order to implement the TSP.
- ▶ All TSP updates will include a transportation improvement project list that is prioritized and ready to be implemented through the jurisdiction's adopted capital improvement project list.
- ▶ The Department of Land Conservation and Development (DLCD) conducts a 35-day pre-adoption review period for all TSP updates.
- ▶ An updated TSP must be legislatively adopted, a similar process across jurisdictions.



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Unique Characteristics

- ▶ The TSP policy framework and project selection process reflects objectives and priorities unique to that jurisdiction.
- ▶ Some TSP updates will include specific recommendations for modifications to other planning documents not under the jurisdiction of the TSP implementer.
- ▶ Jurisdictions in the Portland metro area must follow Metro's *Regional Transportation Functional Plan (RTFP)* guidance on how to implement the RTP through local TSP updates and associated land use regulations.

Finding and Conclusions

There are similar elements that all TSP update processes will include or address. As discussed in this white paper, the policy framework, the public involvement plan, and the basic content of a local TSP update, including funding sources, will be similar. These are elements that it may be possible to standardize to some extent, based on the similarities between existing TSPs. In addition, there are areas that could be clarified and strengthened in the *TSP Guidelines* to better address the unique circumstances jurisdictions face when updating their TSPs. The following items will be discussed with the Stakeholder Advisory Committee (SAC) and considered for further exploration and possible inclusion in the updated *TSP Guidelines*:

- ▶ Narrative addressing the planning framework related to TSP development at the MPO/county/local level.
- ▶ Flow chart/graphic illustrating the planning framework related to TSP development at the MPO/county/local level.
- ▶ Matrix of required and suggested TSP elements at the MPO/county/local level (see the “must/should/could” discussion in the *Planning Context White Paper*).
- ▶ Standardized assessment tool for federally required elements in TSPs (for funding eligibility).
- ▶ Standardized assessment tool for State (TPR) requirements in TSPs and local codes/ordinances to enable audits initiated/completed by jurisdiction.
- ▶ Draft public involvement plan with “mix and match” components, based on the type of jurisdiction/TSP.
- ▶ List and graphic providing a summary of the scoping, public involvement, alternatives analysis/prioritization, and reporting steps from the ODOT Title VI/EJ Guidelines, possibly including a refined methodology for identifying Title VI/EJ protected populations.
- ▶ List/matrix of data resources and the applicability/availability of each, based on the type of jurisdiction/TSP.
- ▶ List of funding sources and the applicability/availability of each, based on the type of jurisdiction/TSP. Information in Table 1 could be expanded to include the benefits and challenges of each funding source, as specifically applied to region, county and city TSP updates.
- ▶ Narrative and graphic addressing the typical planning schedule, coordination points associated with specific decision points, and the adoption process at the MPO/county/local level.
- ▶ Guidance to MPOs (excluding Metro) for developing RTP/RTSP implementation tools for local jurisdictions.

Tailoring content and approach for each jurisdiction is necessary in order for the planning process to be responsive to community goals, needs, and objectives and to ensure that the resulting recommendations are credible and place-appropriate. While it is not realistic to expect that complete standardization of all TSP elements will be possible, the *TSP Guidelines* update presents an opportunity to explore the utility of providing some basic standardized or common TSP components. It is possible that standardized language, along with guidance to the different choices a jurisdiction will need make to address specific and unique community needs, could result in some time and cost savings.