



TPR Implementation

# How to Apply Rule 0830 in Your Community

ODOT – DLCDC Office Hours  
March 12, 2025

# Agenda

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- Welcome and Introductions
- Rule 0830 Overview
- How to Apply Rule 0830 - Planning & Analysis Guidance
- I-5 Boone Bridge Replacement Example
- Questions/discussion

# Rule 0830 Overview

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# Goal 12 Transportation (OAR 660-012)

## The Transportation Planning Rules (TPR)

*To provide and encourage a safe, and economic transportation system*

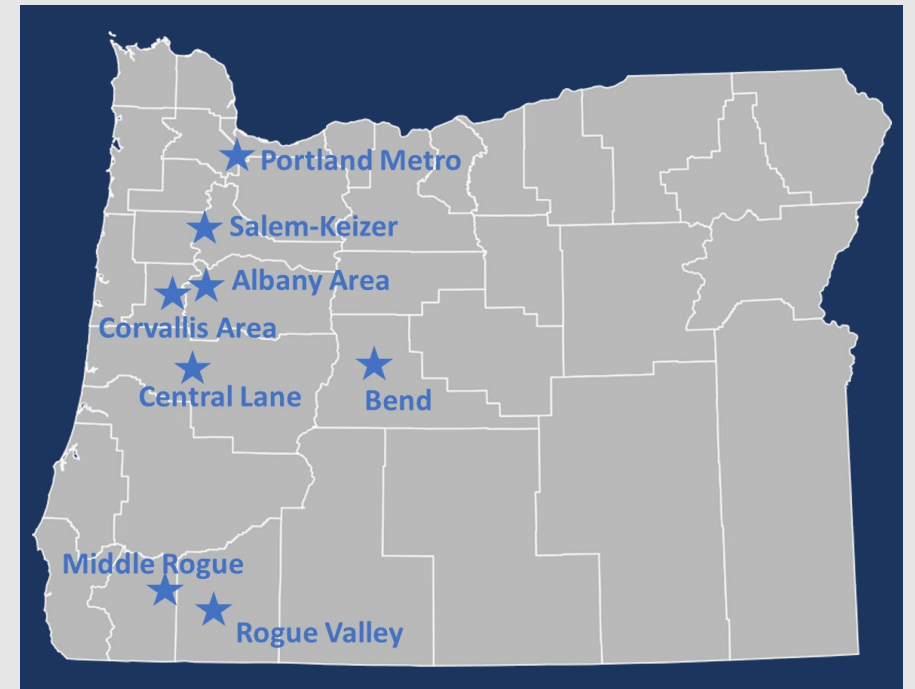
- Requires transportation plans to

- consider all modes of transportation
- avoid principal reliance upon any one mode of transportation
- conserve energy
- minimize adverse social, economic and environmental impacts and costs
- conform with local and regional comprehensive land use plans.
- be based upon an inventory of transportation needs
- meet the needs of the transportation disadvantaged
- facilitate the flow of goods and services;
- consider the positive and negative consequences of proposed solutions and improvements;

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

# Climate-Friendly and Equitable Communities (CFEC) Rulemaking

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



# Enhanced Review of Select Roadway Projects (OAR 660-012-0830)

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- Some roadway expansion projects require additional review and authorization to move forward.
- Applies to projects in current TSP as well as new projects
- These include:
  - New or extended streets (arterials greater than 3-lanes wide, highways, freeways, vehicle bridges)
  - New or expanded interchanges
  - An increase in the number of travel lanes (arterials, collectors, highways, or freeways)
  - New or extended freeway auxiliary lanes of one-half mile or more

# Projects That Do Not Require Enhanced Review

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## The following project types are exempt:

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

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

- Part of a general obligation bond approved by voters prior to January 1, 2022
- Included as a project phase other than planning in the STIP or an MTIP
- Received a decision under NEPA
- Advertised for construction bids

# Enhanced Review of Select Roadway Projects (OAR 660-012-0830)

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- “Authorization” means the jurisdiction with planning authority has approved a project for inclusion on the TSP project list
- If an -0830 project is included on the financially-constrained list additional analysis must demonstrate that the project list does not increase VMT per capita over the base year

# Which VMT are we including?

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- All jurisdictional household-based light vehicle travel regardless of where the travel occurs.
- Trips beginning within a Transportation Analysis Zone (TAZ) in a specific jurisdiction that:
  - Ends in the same TAZ
  - Ends elsewhere in the jurisdiction model area
  - Ends elsewhere outside the jurisdiction model area (using the Statewide Integrated Model - SWIM)
  - Non-home based (NHB) trips

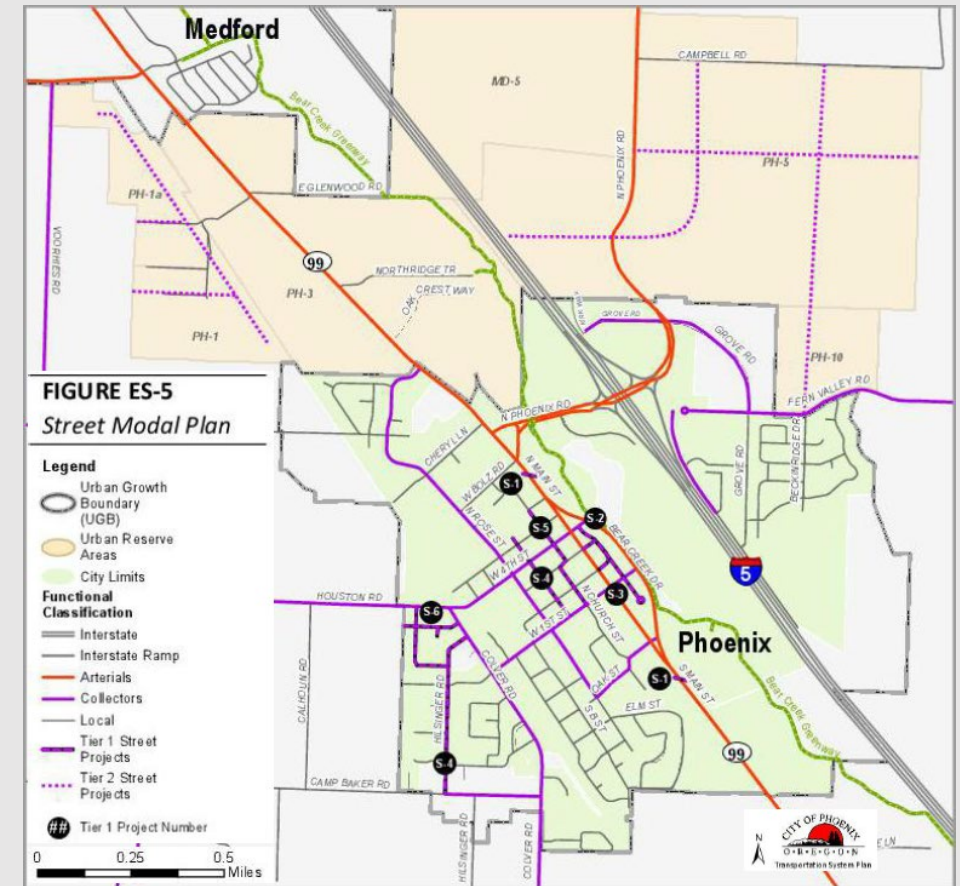
# Example: Street Network Planning in Phoenix

New street network (collectors) needed within new employment area. **With only one travel lane in each direction, these do not trigger Rule 0830**

New collector streets within that area will connect with North Phoenix Road (arterial)

**Expansion of an arterial to a 3-lane road (2 travel lanes, 1 center turn lane) does not trigger a Rule 0830**

The City of Phoenix can adopt this street network planning via an Interim TSP Update



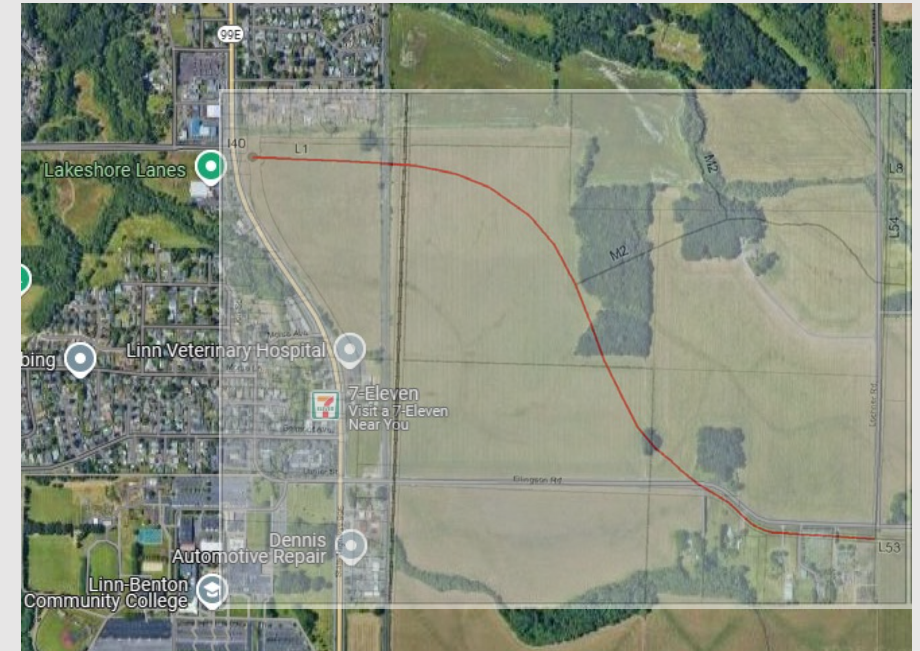
# Example: Arterial Extension and Roundabout in Albany

Extension of 53<sup>rd</sup> Ave (arterial) to provide access for future industrial development.

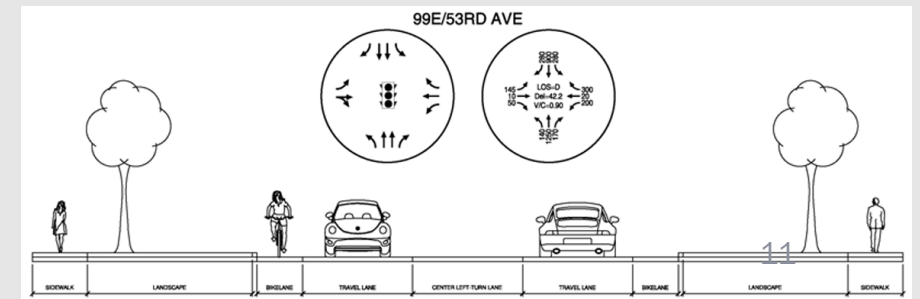
- Initial 3-lane buildout with extra-wide landscaped strips to accommodate future 5-lane buildout.
- Related project to construct multi-lane roundabout
- Connects to Ellingson Road (arterial) that could be widened from 2 to 5 lanes.

**3-lane arterial extension and roundabout would not trigger 0830 review.**

**5-lane arterial extension would require 0830 review.**  
Also look at connection to proposed widening of existing road



Source: Local Plans & Google Maps



# Example: Airport Way Improvements in Portland

Mitigate congestion at the Airport Way/NE 82<sup>nd</sup> Ave intersection:

- Grade-separated eastbound Airport Way.
- Westbound Airport Way stops only for pedestrians and bicycles.
- No changes to light rail operations
- Estimated \$57M (2015\$) construction cost

The 'intersection' improvements establish grade separate and a new/expanded interchange – triggering 0830



Source: Port of Portland

# Example: Widening Hwy 20 with Turn Lanes

US20 / NE 27<sup>th</sup> Street in Bend  
Widen five lane cross section to  
add dedicated EB to SB right turn  
lane.

Turn lanes do not trigger 0830



Source: Google Maps

# Definitions

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- “Interchange” must involve grade separation
- “Lanes”
  - Additional travel lanes generally trigger 0830
  - Additional turn lanes generally do not trigger 0830
- “Bridges” triggering 0830 carry “general purpose vehicle traffic”

# **How to Apply Rule 0830 (Planning & Analysis Guidance)**

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# Steps in the Enhanced Review Process



# Pre-Work for Enhanced Review

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- Review existing plans for projects that may trigger enhanced review and consider:
  - Why does the project trigger 0830 (document)?
  - Is the project still viable?
  - Does the project align with current goals / budgets?
  - Does the project touch multiple jurisdictions (and require early coordination)?
- Work with ODOT Region Planning staff to review existing project lists

# Pre-Work for Enhanced Review

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- Consider if analysis work has / is already being completed that meets the requirements of 0830
- Complete a preliminary model run to anticipate if a specific project or combination of 0830 projects on the TSP constrained project list would push VMT per capita over baseline (See Rule 0160). If so, what does this mean for the planning process?
- Brainstorm reasonable & feasible alternatives ahead of time – this can inform engagement work
- Coordinate regionally to confirm which agency should lead the effort

# Scoping for Enhanced Review

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- 0830 review can occur before or during a TSP
  - E.g. Boone Bridge 0830 analysis integrated into NEPA process
- If part of a TSP, include as contingency work nested within established tasks
  - Streamlines work and allows flexibility for process to unfold
- Decision to ‘authorize’ does not automatically trigger a TSP update or require project to be on constrained list
- Include the right modal agency representatives and facility owners
- Scale your facility impact area to the project

# Scoping for Enhanced Review

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## Engagement Activities

- Must work with jurisdictions within 2 miles of project to define “facility impact area” where cross-agency collaboration and targeted community outreach will occur
- Include the right modal representatives and facility owners
- Scale your facility impact area to the project
- Regular updates to elected bodies and community
- Engagement-Focused Equity Analysis required for Rule 0830 work\*
  - Engage with underserved communities to identify key community outcomes
  - Evaluate how proposed changes affect underserved communities (quantitative and qualitative)
  - Report back on how feedback informed the plan

# Technical Scope Elements for Enhanced Review

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- Leverage RTP modeling and recently completed analysis
- Scope for ‘apples to apples’ analysis at the right analytical scale
- Alternatives in each modal categories can be qualitatively assessed and then the strongest combination bundled as the alternative scenario for more rigorous analysis
- Use ODOT’s Statewide Integrated Model (SWIM) to analyze induced demand

# Developing Alternatives

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- Pedestrian and bicycle system
  - Bike share, micromobility, protected bicycle lanes, shared-use paths
- Public transportation
  - Enhanced service, express routes, dedicated lanes, park-and-rides, shuttles
- Transportation options
  - Work at home, carpools, work shift modifications, non-SOV driving incentives
- System pricing
  - Parking pricing, tolling, congestion pricing, ramp metering

# Evaluating Alternatives

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- Qualitative approach for analyzing modal alternatives
  - “Reasonable and feasible” framework
  - “Consumer report” style, pass/fail, or similar methods
  - Align with modal partners capabilities and resources
- Combine best performing modal alternatives in at least one set to represent the “alternative to the proposed project”
  - Assess using an apples-to-apples approach based on the “proposed project” methodology
  - Determine estimated 20-year maintenance costs of “proposed project”

# Induced Demand Analysis -0830(5)(c)

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- Per APM Chapter 6, use TPAU's Statewide Integrated Model (SWIM)
- Measure difference in VMT (total and per capita) as difference between No-Build and Build scenarios
- Induced demand measured 20 years from projected opening year
  - Does not need to align with travel demand model forecast year
  - If 20 years timeframe exceeds available SWIM models, use furthest year out
- Per capita measurement needs to be selected carefully, and is not specifically defined in rule

# Authorization and VMT Analysis

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- Authorization Report should summarize process & alternatives analysis
- If authorized for inclusion on unconstrained list the process ends there
- If authorized for inclusion on constrained project list, VMT analysis of financially-constrained project list is required
  - Must demonstrate that the project list does not increase VMT per capita in the horizon year compared to the base year
  - May require a second look at full project list
  - May require inclusion of projects that can mitigate VMT impacts of the 0830 project

# Midway Pause for Questions

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# Example: I-5 Boone Bridge Replacement

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# I-5 Boone Bridge Replacement

- Project purpose:
  - Provide a seismically resilient bridge on I-5 across the Willamette River in Wilsonville
  - Address safety and operational issues and manage traffic congestion
  - Improve connections for movement of all modes: bicycles, pedestrians and vehicles (including transit and freight)



# I-5 Boone Bridge Replacement

- Rule 0830 ‘trigger’:
  - Southbound I-5 auxiliary lane greater than one-half mile between the Wilsonville Road entrance ramp and the OR 551 exit ramp
- Analysis produced by ODOT as facility owner in collaboration with Clackamas County and City of Wilsonville
- Integrated into ODOT NEPA work (Planning and Environmental Linkages / PEL)
- Summary of consistency with Rule 0830

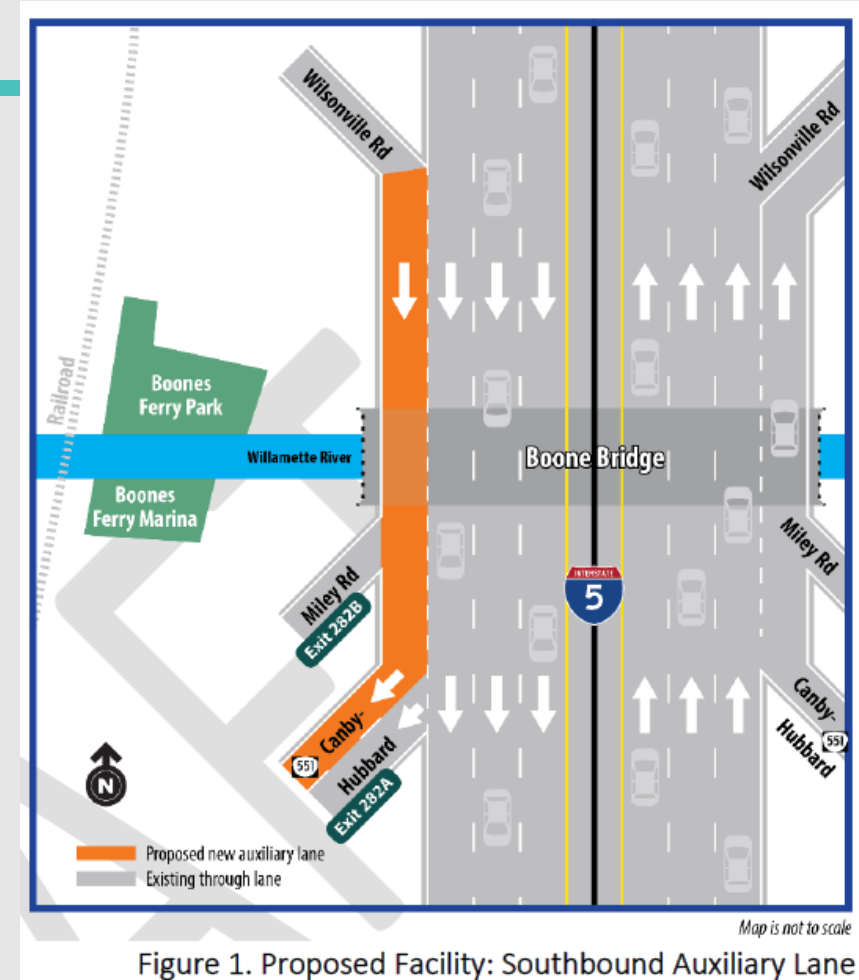
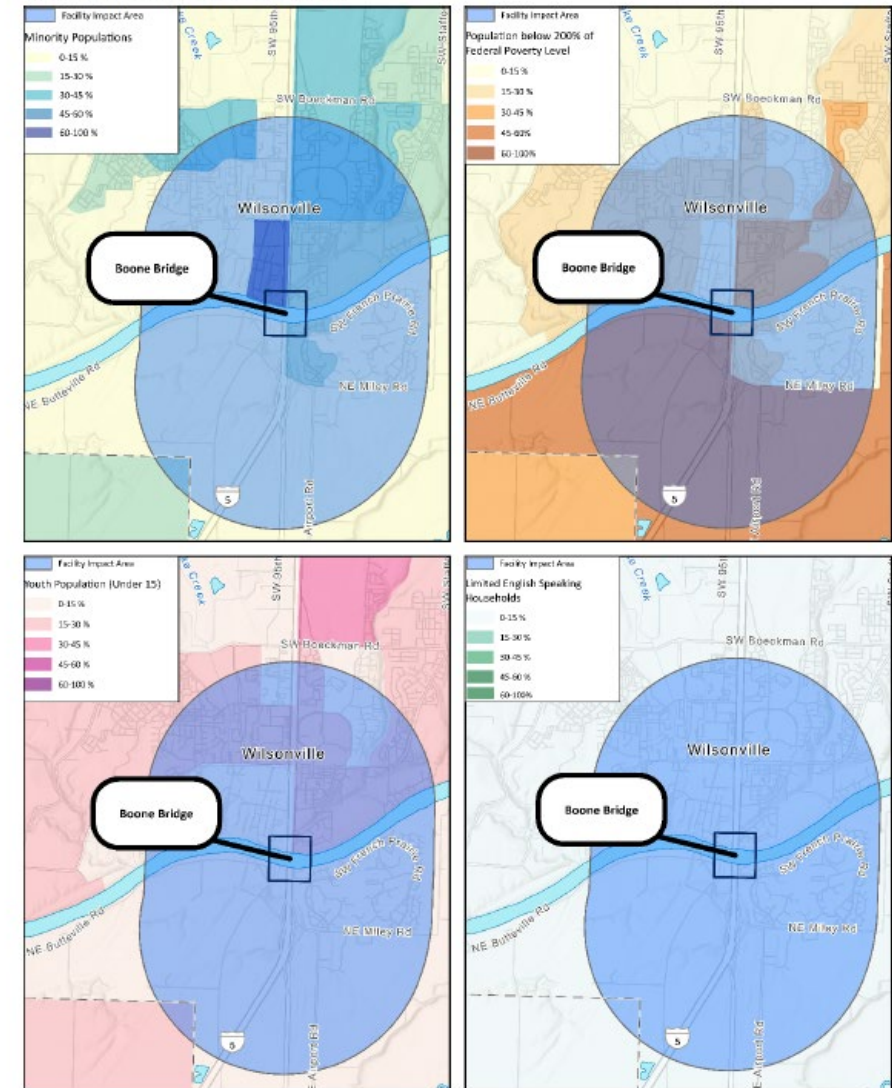


Figure 1. Proposed Facility: Southbound Auxiliary Lane

# I-5 Boone Bridge Replacement

- Facility Impact Area expanded beyond the 1-mile requirement to include Charbonneau community
- Affected jurisdictions include Wilsonville, Clackamas County, SMART (operated by City of Wilsonville), and ODOT
- Leveraged PEL engagement work with additional focus groups with Spanish-speaking and older community members
- Community Engagement Liaisons used social media, word of mouth, fliers and visits to businesses

FIGURE 2. UNDERSERVED POPULATIONS



# I-5 Boone Bridge Replacement

- Gaps analysis based on Wilsonville 2023 TSP
- Modal alternatives considered:
  - French Prairie Bridge or protected bike lane
  - Bus on shoulder or service to Woodburn
  - Park and Rides or Carpools
  - System pricing (parking or tolling)



TABLE 2. SUMMARY OF FACILITY IMPACT AREA GAPS AND DEFICIENCIES

Type of Facility	Description of Gap/Deficiency
Pedestrian & Bicycle	<ul style="list-style-type: none"> <li>• Lack of bike/pedestrian facilities on French Prairie Rd</li> <li>• Lack of bike/pedestrian crossings over I-5</li> <li>• Deficiencies in trail between Boones Ferry Park and Memorial Park</li> <li>• Lack of connectivity between Wilsonville and communities south of the Willamette River</li> <li>• Gap in facilities between industrial campuses and Elligsen Road</li> <li>• Lack of crossings along Canyon Creek Road</li> <li>• Lack of connectivity between SMART/WES stations and Town Center Loop</li> <li>• Lack of connectivity across Town Center loop limiting access to the Town Center area</li> <li>• Bicycle facilities south of Willamette River (Clackamas County TSP)</li> </ul>
Public Transportation	<ul style="list-style-type: none"> <li>• Improved regional transit connections (e.g. expanded service hours and express service to downtown Portland)</li> <li>• ¼-mile coverage radius in Charbonneau and along the Willamette River</li> <li>• Low transit frequency in West Wilsonville</li> <li>• Rider education and outreach</li> <li>• Maintain quality transit fleet / new buses</li> <li>• WES Light Rail (Near-Term Regional Priority) for high capacity transit (Clackamas County TSP)</li> </ul>
Transportation Demand Management	<ul style="list-style-type: none"> <li>• Support SMART Options Program (works with Wilsonville area employers and residents to promote transit and other transportation options)</li> <li>• Mode choice surveys</li> <li>• Car sharing demand monitoring</li> <li>• Off-peak shift change policies and practices</li> <li>• Town Center Parking Management Plan</li> <li>• WES Station Parking Management Plan</li> </ul>

Source: City of Wilsonville Transportation System Plan (Amended May 1, 2023)

Although not specifically mentioned in the Wilsonville TSP, there is suspended public transportation service that creates a gap in service between Charbonneau and Wilsonville and between Legacy Meridian Park Medical Plaza and the Wilsonville Community Center.

# I-5 Boone Bridge Alternative Evaluation Matrix

Table 9. Summary of Alternatives

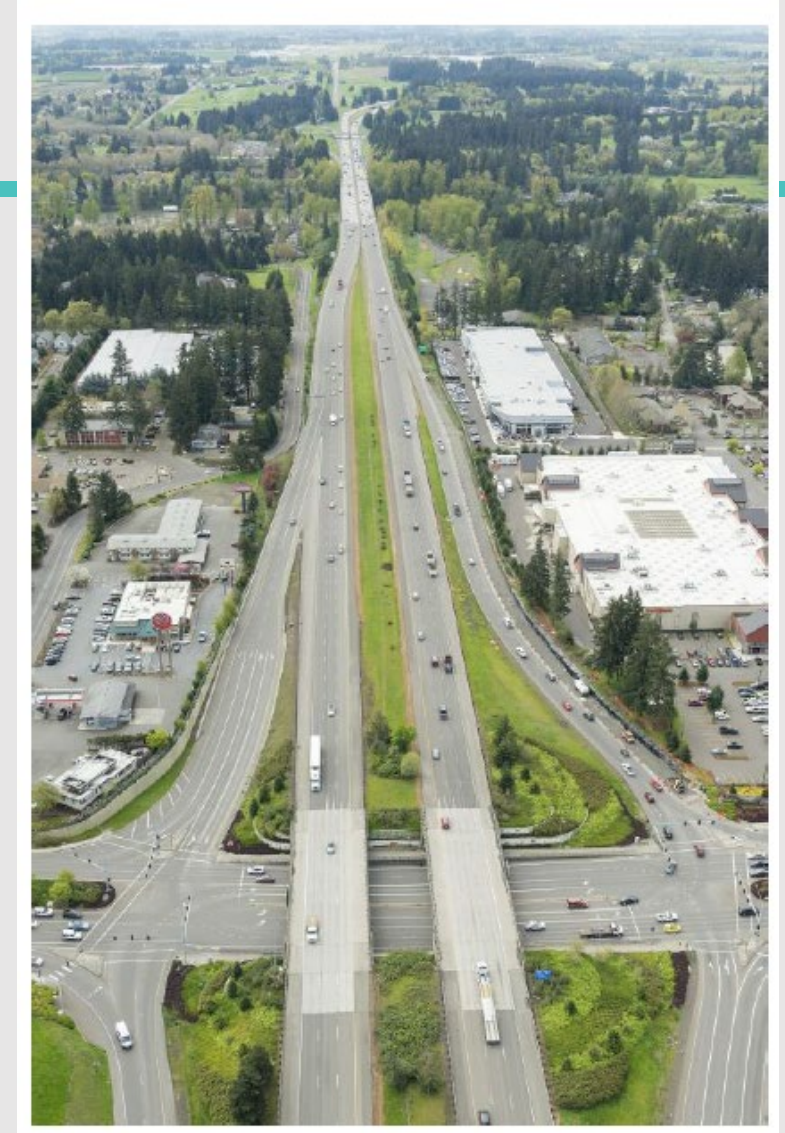
FACTOR	SOUTHBOUND AUXILIARY LANE	BICYCLE AND PEDESTRIAN FACILITIES		PUBLIC TRANSPORTATION		TRANSPORTATION OPTIONS		SYSTEM PRICING	
		BOONE BRIDGE	FRENCH PRAIRIE BRIDGE	BUS ON SHOULDER	WILSONVILLE TO WOODBURN BUS SERVICE	PARK AND RIDE	ENHANCED CARPOOL AND VANPOOL	HIGHWAY FACILITY PRICING/TOLLING	PARKING PRICING
<b>Impacts to Underserved Populations: Ability to access jobs/services without motor vehicle</b>	↑ Improves travel time reliability for transit and transportation options.	↑ Adds improved connection across the Willamette River, connecting planned trails and Charbonneau to City commercial uses.		↑ Improves connection and travel time reliability.	↑ Adds improved connection between Wilsonville and regional job center.	↓ Currently underutilized but provides options for accessing jobs/services without a motor vehicle.	↓ Currently underutilized but provides options for accessing jobs/services without a motor vehicle.	↑ Improves travel time reliability for transit and transportation options.	↓ Does not benefit multimodal travel.
<b>Impacts to Underserved Populations: Changes in household cost</b>	↓ Negligible	↓ Negligible		↓ Negligible	↓ Negligible	↓ Negligible; current park and ride lots are underutilized.	↓ Negligible	↓ Results in an increased hard cost and soft costs may be reduced through reduced congestion. An underserved population discount may be available.	↓ This results in an increased hard cost.
<b>Impacts to Underserved Populations: Feedback on lived experience</b>	↑ Support for improved capacity and connections on I-5.	↑ Support for improved bicycle and pedestrian connections.		↑ Support for improved travel time reliability.	↑ Support for expanded transit options to the region.	↓ Negligible; skepticism on ability to address I-5 congestion.	↓ Negligible; skepticism on ability to address I-5 congestion.	↓ Not supported.	↓ Not supported.
<b>Induced demand</b>	↓ Estimated motor vehicle travel per capita: <0.5% increase / day.	↓ Some ability to shift local trips but limited in ability to address regional interstate trips.		↓ Some ability to shift local trips but limited in ability to address regional interstate trips.	↓ Some ability to shift local trips but limited in ability to address regional interstate trips.	↓ Not currently effective; current park and ride lots are underutilized.	↓ Some ability to shift local trips but limited in ability to address regional interstate trips.	↑ Certain price thresholds have been shown to slow growth in estimated motor vehicle travel per capita.	↓ Some ability to shift local trips but limited in ability to address regional interstate trips.
<b>Purpose and Need: Improve safety</b>	↑ Reduces crashes of all crash severity. Does not benefit documented bicycle and pedestrian crash history	↑ Reduces freeway conflicts with bicycles and pedestrians. Does not benefit documented motor vehicle crash history		↓ Negligible. Does not benefit documented motor vehicle crash history	↓ Negligible. Does not benefit documented motor vehicle crash history	↓ Negligible. Does not benefit documented motor vehicle crash history	↓ Negligible. Does not benefit documented motor vehicle crash history	↓ Negligible. May improve safety on the mainline, however impacts to local system are not yet documented.	↓ Negligible. Does not benefit documented motor vehicle crash history
<b>Purpose and Need: Congestion Relief</b>	↑ Improves traffic operations, travel time reliability and duration of congestion.	↓ Not effective in interstate congestion relief.		↓ Some ability to reduce interstate congestion.	↓ Some ability to reduce interstate congestion.	↓ Not effective in interstate congestion relief.	↓ Negligible.	↑ Slows interstate traffic volume growth. Potential diversion depends on pricing details.	↓ Not effective in interstate congestion relief.



↑ Comparatively positive, moderate or major benefits and/or minor impacts
 ↓ Comparatively neutral, minor benefits, and/or moderate impacts
 ↓ Comparatively negative

# I-5 Boone Bridge Replacement

- Results
  - Project completed analysis for the Rule 0830 authorization report
  - Wilsonville City Council adopted authorization report
  - As of yet, the project was not added to either the financially-constrained or unconstrained list
- Induced demand measurements showed  $< 1\%$  increase in population/employment and a  $0.1\%$  change in VMT over a 5-county area



# Resources

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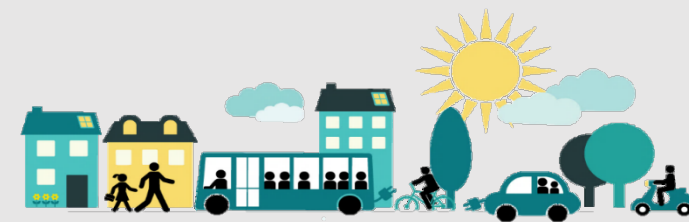
- Metropolitan Planning (CFEC) Team
- Sharepoint
- TSP Guidelines
- Sample Rule 0830 scope language
- Share examples / questions
  - Boone Bridge example (first completed Rule 0830 project in Oregon)
  - Early TSPs being scoped now

# Questions / Discussion

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# Contact Us!

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