The Status of Transportation Planning In Oregon's Metropolitan Areas

A Report to the Land Conservation and Development Commission on Efforts in Metropolitan Areas to Implement the Transportation Planning Rule and Plan for Reduced Reliance on the Automobile

October 2004

Department of Land Conservation and Development
635 Capitol Street NE, Salem Oregon 97301

The Status of Transportation Planning in Oregon's Metropolitan Areas

CONTENTS

EXECUTIVE SUMMARY

In adopting the Transportation Planning Rule (TPR) in 1991, the Land Conservation and Development Commission sought to redirect transportation and land use planning in metropolitan areas to increase transportation choices and reduce reliance on the automobile. This report, prepared by the Department of Land Conservation and Development (DLCD), evaluates the status of planning efforts in Oregon's four major metropolitan areas – Portland, Salem, Eugene and Medford - over the last five years to implement the Transportation Planning Rule (TPR). The report also provides a broad assessment of how well those efforts are achieving the rule's objectives. The report reaches conclusions in five areas:

Planning for Transportation Options - All four of the state's major metropolitan areas have made significant progress in planning for and providing alternative modes of transportation. Each area has expanded transit service and is planning and building more bikeways, sidewalks and walkways. Each area is also making its streets more "pedestrian friendly."

TPR Implementation – The Transportation Planning Rule calls upon metropolitan areas to set standards to measure their progress in reducing reliance on the automobile. Three of four Metropolitan Planning Organizations (MPOs) have adopted standards, but implementation is moving forward more slowly than the Land Conservation and Development Commission anticipated in 1998,when it last amended relevant parts of the TPR.

Preparation of Integrated Land Use and Transportation Plans - The TPR directs MPOs to revise land use plans as a way to reduce reliance on the automobile. This includes planning for transportation investments and adopting policies that help achieve the revised land use plan goals. The Portland metropolitan area has made substantial progress in developing and implementing its 2040 plan, which calls for accommodating most new growth in a combination of regional and town centers, mixed use corridors and neighborhoods. Downstate metropolitan areas – Salem, Eugene and Medford – are moving at a slower pace. They have adopted or endorsed broad land use strategies but have made less progress with specific changes to zoning codes or other development ordinances.

MPO Issues and Concerns - Planners and officials in downstate metropolitan areas are concerned that the targets and schedule in the TPR for changes to land use plans are overly ambitious, and that more recognition is needed of differences between Portland and the state's other metropolitan areas. MPOs are also concerned that some state policies conflict with the TPR's direction to plan for reduced reliance on automobiles.

Outlook - Accomplishing changes to land use patterns is clearly a long-term proposition. Over the last 10 years, the Portland metropolitan area has made significant strides in changing land use and transportation plans and has shifted transportation investments to reduce reliance on the automobile. Downstate areas have also made progress, but need additional time, resources and tools to develop the kind of fully integrated, long-term plan now in place in the Portland area. Rule amendments to extend TPR deadlines are warranted. At the same time, additional efforts are warranted to assure that interim decisions – about plan amendments and major transportation investments – clearly support the goal of providing more transportation options and promoting more compact, mixed use and pedestrian friendly development.

I. PLANNING FOR REDUCED RELIANCE ON THE AUTOMOBILE

A. Transportation Planning Rule Background

The Land Conservation and Development Commission (LCDC) adopted the Transportation Planning Rule (TPR) in 1991. The TPR guides the preparation and adoption of transportation system plans (TSPs). The rule includes specific requirements for metropolitan planning organization (MPO) areas to expand transportation choices and reduce reliance on the automobile.[1]

In developing the TPR, LCDC found that randomly scattered, poorly planned development was undermining the livability of Oregon's metropolitan areas:

- Traffic in Oregon's metro areas was growing rapidly, not just from population growth, but because of increased driving by existing residents. During the 1980s, vehicle miles traveled per person - or per capita VMT - increased by about 50%.
- Continued growth would result in the kinds of traffic congestion, air quality and livability problems that Oregonians associated with urban sprawl in other areas of the country.
- Traffic growth would create needs for road expansion that Oregon communities couldn't afford, would not want because of impacts on existing neighborhoods and communities, and that, over time, would likely not significantly reduce traffic congestion.

LCDC also found that existing land use and transportation plans contributed to these problems:

- While Oregon's nationally-recognized planning program had done a good job of containing growth, the pattern of development within urban growth boundaries resembled that in other urban areas around the country and was dominated by low-density subdivisions and highway oriented commercial development.

- Land use and transportation planning were not well-coordinated and important planning decisions were made separately: Land use planners assumed transportation issues would be sorted out later, while transportation planners assumed that existing land use plans would remain unaltered. Both assumed that funding for whatever transportation improvements were needed would be found. Opportunities to look long-term, to make efficient use of transportation investments, and to provide transportation systems that supported desired land use patterns were overlooked or not considered.

- Existing land use plans failed to address these problems and, in many ways, actually contributed to greater dependence on the automobile. Land use planning provided for relatively low density spread out pattern of land use, thus creating a need for longer auto trips and making use of transit and walking inconvenient.

[1] At the time the TPR was adopted, Oregon had four MPO areas – Portland, Salem-Keizer, Eugene-Springfield, and the Rogue Valley. The Bend and Corvallis-Philomath MPO areas were established in 2002.

B. Measuring Reduced Reliance on the Automobile

In developing the Transportation Planning Rule in 1989-1991, the Commission found that Statewide Planning Goal 12's requirement that local plans "avoid principal reliance on any one mode of transportation" – adopted in 1974 - had essentially been unimplemented. A major reason for this, the Commission concluded, was that the goal did not provide any clear guidance on how local plans should accomplish this requirement. Early TPR Rulemaking Sought to fill this void. As with other rules, the Commission sought to develop standards that were clear and measurable, but also flexible in order to allow local governments the ability to develop solutions that best meet local needs. From the beginning of its work on the TPR, the Commission has worked to come up with an appropriate way to measure whether or not metropolitan areas are making satisfactory progress in planning for alternative transportation modes and reduced reliance on the automobile.

LCDC considered several options for measuring reduced reliance on the automobile. Proposed measures included increasing the share of alternative modes of travel – for example, doubling the share of transit, walking or cycling trips. MPOs expressed concern that individual metropolitan areas were different enough that a single set of standards would not be workable. They encouraged the Commission to adopt a broader standard that would allow each metropolitan area more flexibility. A reduction in vehicle miles traveled (VMT) was chosen as a standard, in part, because it gave MPOs greater flexibility to select a combination of strategies and programs to reduce auto reliance based on their particular needs and opportunities. VMT reduction can be achieved by a variety of different strategies: increasing mode share of alternative modes, changing land use to support more compact development and to help reduce trip lengths, and adopting programs to increase ridesharing and carpooling.

C. Transportation Planning Rule Evaluation

The TPR requires that every five years the commission evaluate efforts by MPO areas to reduce reliance on the automobile and the effectiveness of the standards in achieving the objective of reducing reliance on the automobile. The commission adopted this evaluation requirement in recognition that requiring MPO areas to plan for reduced reliance on the automobile is an ambitious objective and that progress towards meeting this objective and the standards established in the TPR should be monitored at regular intervals.

The department and commission initiated a major evaluation of metropolitan efforts and the VMT standard in 1996. The department engaged a consulting firm, Parsons Brinckerhoff, to conduct the evaluation through a series of meetings with metropolitan planning staffs and other stakeholders. Parsons Brinckerhoff published its report in February 1997. (A copy of the full report is available on the DLCD website: www.lcd.state.or.us). The report was reviewed by a Commission subcommittee and the full Commission and led to rule amendments in 1998. Much of the 1996-98 evaluation focused on whether VMT or some other measure was the most appropriate way to gauge whether plans accomplished reduced reliance. A major conclusion of the 1996-98 evaluation was that the basic set of policies or actions needed to accomplish reduced

automobile reliance – however that is measured – is relatively well known. This known set of transportation and land use planning actions includes:

- Changing land use to plan for higher densities and a mix of uses, particularly in areas with frequent transit service
- Expanding transit service
- Expanding Transportation demand management (TDM): supportive policies to encourage use of alternative modes
- Making improvements for alternative modes: walking and cycling
- Managing major highway improvements

The 1996-98 evaluation concluded that measures other than VMT could be used to show progress towards meeting the objective of reduced reliance on the automobile. The state's three smaller metropolitan areas expressed concern about their ability to meet the 10% VMT reduction target. The Portland Metropolitan area believed the target was attainable. All of the MPOs encouraged the Commission to amend the TPR to allow metropolitan areas to propose and pursue other measures for demonstrating progress in achieving reduced auto reliance.

In 1998, LCDC amended the TPR to respond to the recommendations in the 1997 evaluation. The adopted amendments:

- Changed the VMT reduction target from 10% to 5%
- Redefined VMT to focus on VMT within metropolitan areas, excluding external and through trips
- Allowed metropolitan areas to propose alternative standards to use in place of VMT to measure progress in meeting the rule
- Required metropolitan areas to prepare "integrated land use and transportation plans" if VMT was expected to increase by more than 5% or if alternative standards were not in place by May 2000.
- Allowed more detailed parking management plans and measures to substitute for the requirement for a 10% reduction in parking spaces per capita.

Transportation and Growth Management Program

Since 1993, ODOT and DLCD have worked together through the Transportation and Growth Management (TGM) program to provide resources and assistance to help communities prepare transportation system plans and update land use plans to implement the Transportation Planning Rule. These funds are in addition to federal and state funds that are provided by ODOT to support MPO planning. TGM grants have been a major source of funding to aid MPOs and cities and counties in meeting the TPR. Statewide, over the last ten years the TGM program provided about $30 million funded for land use and transportation planning projects. (Federal funds are provided from the Surface Transportation Program (STP). Under federal law, state's have the option to use STP funds for surface transportation planning programs, including land use planning where it is integrated with transportation planning.)

D. Scope of 2003-04 Evaluation

The requirements for this evaluation are described in the TPR, OAR 660-012-0035(8). The evaluation is to include a review of the following:

(1) efforts to reduce VMT per capita;
(2) adoption of, and progress towards, meeting alternative standards for measuring reduced reliance on the automobile;
(3) adoption of integrated land use and transportation plans;
(4) adoption of parking plans and requirements for a reduction in the number of parking spaces per capita; and
(5) the effectiveness of the standards in the TPR in achieving the objective of reducing reliance on the automobile.

In setting its work program for the 2003-2005 Biennium, the commission directed the department to prepare a report summarizing the status of MPO planning efforts. The department and commission have undertaken a less extensive evaluation than conducted in 1996-98 in recognition of the fact that the "alternative standards" authorized by the 1998 TPR amendments have only recently been completed or are still under development. The department and commission believe it is premature to conduct an extensive evaluation until the MPO areas have had the opportunity to adopt alternative measures and measure progress towards meeting adopted benchmarks.

The purpose of the report is to inform the commission and other interested stakeholders about the status of land use and transportation planning work in Oregon's metropolitan areas. The commission has indicated that this status report will be the basis for considering what additional efforts, if any, should be considered by the department and commission.

The report was prepared by the Department in consultation with planning staffs of the state's four major metropolitan areas – Portland, Salem, Eugene and Medford - and it summarizes the status of efforts to implement the TPR and related planning efforts. The report does not cover the status of planning work in two newly designated metropolitan areas – Bend and Corvallis – because work to develop metropolitan transportation plans for these areas is just getting underway.

II. STATUS OF METROPOLITAN PLANNING EFFORTS

This section of the report describes the status of work by each of the state's four largest metropolitan areas to plan for reduced reliance on the automobile. Section A provides a brief background on how metropolitan areas are organized to address land use and transportation planning responsibilities. Sections B-E summarize metropolitan efforts to address relevant parts of the TPR in four areas:

- Planning for Alternative Modes
- Adoption of and Implementation of Alternative Standards
- Development of Integrated Land Use and Transportation Plans
- Development of Parking Management Plans

Appendix A includes a detailed listing of the planning work undertaken by each of the state's four larger MPOs.

Sections II.F. and II.G. outline major implementation issues raised by metropolitan areas and the Department about efforts to plan for reduced reliance on the automobile.

A. Background on Metropolitan Transportation and Land Use Planning

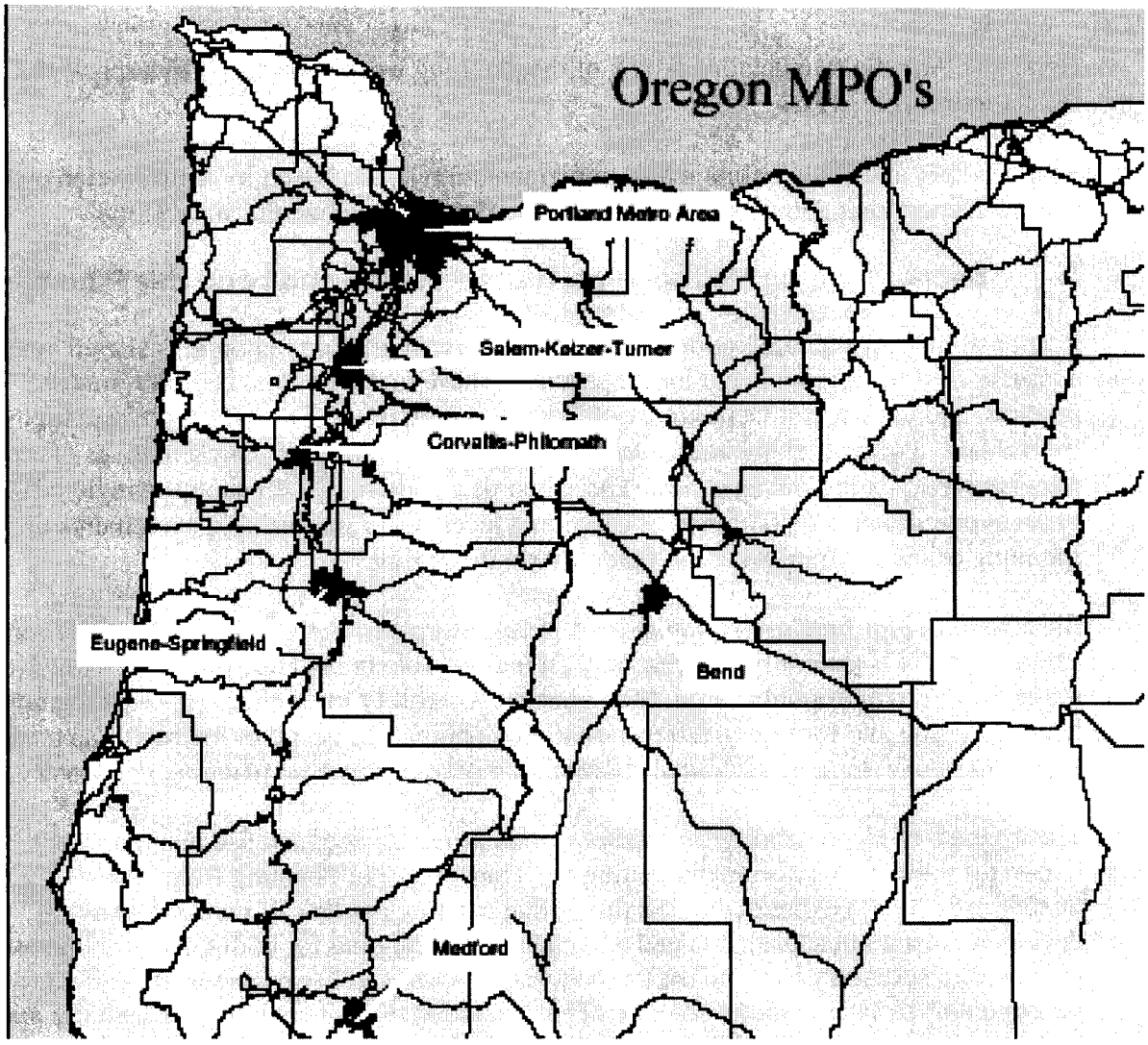
Responsibility for the integration of land use and transportation planning is shared among a variety of state, regional, and local agencies. These include cities, counties, transit districts, and the Oregon Department of Transportation (ODOT). MPOs are created by federal law. Policy-making boards for each MPO are made up of representatives of relevant jurisdictions and agencies. These boards are charged with adopting regional plans to coordinate transportation at a regional level, and with reaching agreements upon spending of federal transportation funds within the region.

Responsibility for *land use planning* rests principally with local governments: cities and counties. MPOs generally exercise only an indirect role in land use planning. However, in the Portland Metropolitan area, Metro has responsibility for both a long-term regional land use vision and for regional transportation planning. In the other metropolitan areas, the MPO role is limited to regional coordination of transportation planning decisions.

The division of responsibility for *transportation planning* and land use planning has important implications for implementing the Transportation Planning Rule. An underlying concern expressed in the rule is that existing patterns of metropolitan development are not sustainable and that changes to planning for both transportation and land use are necessary to avoid traffic, congestion and livability problems that affect metropolitan areas around the country. The separation of responsibility for land use and transportation planning contributes to this problem: transportation planning done in isolation from land use planning tends to assume a continuation of existing land use patterns. Land use planning done with inadequate consideration of implications to the transportation system creates unanticipated impacts on the transportation system.

Oregon's Metropolitan Areas

Oregon has six designated metropolitan areas. Almost 2 million Oregonians - about 60% of the state's population – live in metropolitan areas. Metropolitan Planning Organizations – MPO - made up of representatives from local governments and agencies are responsible for adopting coordinated regional plans to guide transportation planning and investment. Bend and Corvallis-Philomath were designated as MPOs in 2002 and are just now organizing and developing their first MPO plans.



B. Planning for and Providing Alternative Modes of Transportation

TPR Requirements

The TPR includes several specific requirements for improving the availability and convenience of alternative modes of transportation. Some basic requirements apply to urban areas of all sizes: from small cities to metropolitan areas. These requirements include planning for a well-connected network of local streets and bicycle routes, with adequate sidewalks and walkways. Larger urban areas and metropolitan areas are required to plan for public transit and to adopt a transportation demand management plan as part of their Transportation System Plans (TSPs).

TPR Planning Requirements for Alternative Modes of Transportation

TPR Requirement	Details	Typical Implementation
Local Street Plan 0020(2)(b)	Plan for a well-connected network of local streets Identify needed local street connections and extensions	Plan showing future local street extensions and connections Subdivision requirements for layout of blocks in new developments
Bicycle and Pedestrian Plan (0020)(2)(d)	Plan routes throughout area Identify planned improvements	Map of routes throughout the UGB Street standards requiring bike lanes on arterials, major collectors List of planned improvements Street standards require sidewalks on new streets
Transit Plan (0020(2)(c)	Identify major routes Designate major transit stops Designate park and ride	Map of major transit routes Designation of major transit stops Zoning to allow transit-supportive land uses along transit routes
TDM Plan (0020)(2)(f)	For areas 25,000 and above	Expanded voluntary measures Transportation Management Associations

Findings

All of the state's metropolitan areas have made significant improvements in planning for and investing in alternative modes of transportation – transit, walking, cycling, ridesharing. Efforts are summarized in the chart and text below. Appendix A provides a detailed list of efforts and results in each of the four larger metropolitan areas over the last five years (from 1998-2003).

Metropolitan Planning for Alternative Modes				
	Portland Metro	Salem-Keizer	Central Lane	Rogue Valley
Land Use	*2040 Framework Plan* focuses development in designated centers	*Salem Futures* Study is underway. Some specific area plans done or in process.	Nodal Development Concept included in *TransPlan* identifies 53 potential nodes	RVRTP identifies 7 TOD sites; Local planning for several TOD sites underway
Transit	▪ 200 Major Transit Stops ▪ New Light Rail lines ▪ High-frequency bus	▪ 5-6 Major Transit Stops ▪ Park & Ride Lots	▪ 0 Major Transit Stops ▪ Bus Rapid Transit (BRT)	▪ 0 Major Transit Stops ▪ Designates planned transit routes ▪ Calls for Park & Ride facilities
Walk	▪ Designates pedestrian districts ▪ Sets regional standards for local street layout, pedestrian crossings on major streets			Completion of Regional Trail System
Bike	No figure included in TSP	70 miles of additional bikeways by 2015	131 miles of additional bikeways by 2015	No figure included in TSP
Local Street Planning	▪ Strong regional standards for layout of streets in UGM Functional Plan	▪ Deferred to local TSPs ▪ TPR ordinances not yet implemented	▪ Deferred to nodal/local planning ▪ Cities have adopted local street plans	▪ Deferred to city TSP ▪ Medford has adopted several neighborhood plans and –045 ordinances
Transportation Demand Management (TDM)	▪ To be implemented in local plans to meet mode share targets ▪ Calls for evaluation of peak period pricing	Continuation of Regional Rideshare Program	▪ Double TDM funding from $100K to $200K annually ▪ Policies call for/require a series of employer TDM programs and measures	▪ Voluntary Trip Reduction Ordinance ▪ Ridesharing Subsidies ▪ Encourage telecommuting, alternative work hours

Bike and Pedestrian Planning

Regional and local transportation system plans now include relatively comprehensive plans for bicycle routes and improvements to provide continuous networks in each metropolitan area. Each metropolitan area has used a combination of federal, state and local funds to significantly expand its bikeway system by striping bike lanes and widening streets to add bikeways. Local transportation system plans include more detailed plans for sidewalk and walkway improvements to fill in gaps and provide shorter more direct and safer routes for pedestrians to key destinations, such as around schools or near transit stops.

Local Street Connectivity

Significant progress has been made in the past 10 -12 years in understanding the need for a well-connected network of local streets. A well-connected network of local streets makes walking, cycling and transit more convenient by providing people with shorter, more direct routes to their destinations. A well-connected street network also helps keep shorter trips off of major roads, thus helping to reduce traffic congestion. Local TSPs identify existing streets that will be extended or connected as new development occurs. Subdivision and development ordinances generally call for smaller blocks with frequent street connections so that new development better supports transportation choices.

Street Design

Progress has also been made in designing new streets and retrofitting existing streets so that they better serve alternative modes and mixed use development. Good street design is key to making mixed-use, transit and pedestrian-friendly development work. All types of streets are now better designed and built to accommodate a full range of modes, including walking, biking, use of transit and driving. Local governments have added provisions allowing for narrower streets in residential areas to help calm traffic, make more efficient use of urban land, and reduce road construction costs. Many communities have developed new standards for commercial streets that provide for wider sidewalks, on-street parking, street trees, improved transit stops and safer street crossings. Allowing on-street parking on arterial streets in mixed use centers remains controversial in many communities.

Transit

MPOs and local governments have made significant investments to expand transit service. The Portland Metropolitan area has planned additional light rail lines and is planning high frequency bus service on several major corridors. Salem has significantly expanded service and seen a major increase in ridership. Eugene-Springfield is planning an innovative Bus Rapid Transit connecting the two downtowns and major outlying developments.

Transportation Demand Management (TDM)

Each of the state's MPOs has allocated a portion of its federal transportation funds to support regional rideshare and other transportation demand management programs. Efforts currently focus on voluntary efforts with employers in major employment areas to promote increased use of alternative modes for work commute trips.

Pedestrian Connectivity in New Developments

Most local governments have made changes to development ordinances to provide for better pedestrian connections within and between new developments. Walkways between buildings and across parking lots to adjoining streets and developments make walking safer and more convenient and improve access to transit. There is room for improvement in some areas. Several communities allow use of striping across parking lots to define the location of a walkway, rather than requiring construction of well-defined, physically separated walkways. Location of building entrances is also an issue. Several jurisdictions require buildings to be oriented, or built close, to streets, but they do not require building entrances along the street frontage. While each of these practices meets the requirements of the TPR, they do a poor job of accomplishing the rule's objective of providing safe, direct and convenient routes for pedestrians.

Conclusion

Plans include aspirational statements calling for increasing availability of alternative modes of transportation. Modest changes have been made in plans and development codes to make new development more accommodating of alternative modes. Results on-the-ground have been mixed. The objective of the TPR is to create urban areas that are much more accommodating for alternative modes. The rule sets some regulatory minimums. Locals have generally complied with these but success requires more than minimal compliance.

C. VMT Reduction/Adoption and Implementation of Alternative Standards

TPR Requirement

The 1998 amendments to the TPR allow each Metropolitan area to propose an alternative standard to be used in place of VMT reduction as the yardstick for measuring compliance with this part of the Transportation Planning Rule (660-0012-0035(4)). The rule also requires that Metropolitan area plans include "interim benchmarks" to measure progress in achieving the alternative at 5-year intervals. (660-0012-0035(6)).

Background

During the 1996-97 evaluation, MPOs expressed a number of concerns about the use of VMT per capita to measure success of local efforts to achieve reduced reliance on the automobile. Most feared that use of VMT per capita as a standard potentially held local governments accountable for factors they could not control. For example, VMT per capita might easily increase in spite of local efforts to change land use or make alternative modes more convenient. A number of potential alternatives were suggested and discussed.

The 1998 rule amendments added provisions allowing the Commission to approve locally developed alternative standards. The rule includes five criteria guiding Commission approval:

(a) Achieving the alternative standard will result in a reduction in reliance on automobiles;
(b) Achieving the alternative standard will accomplish a significant increase in the availability or convenience of alternative modes of transportation;
(c) Achieving the alternative standard is likely to result in a significant increase in the share of trips made by alternative modes, including walking, bicycling, ridesharing and transit.
(d) VMT per capita is unlikely to increase by more than 5%, and,
(e) The alternative standard is measurable and reasonably related to achieving the goal or reduced reliance on the automobile.

The rule also identified a number of potential measures that might be the basis for an alternative standard. These include:

- Mode share of alternative modes
- Vehicle hours of travel per capita
- Vehicle trips per capita
- Measures of accessibility by alternative mode[2]
- Reduction in peak hour commuting by single occupant vehicles (SOV)[3]

[2] "Measures of accessibility" measure the proximity of households or employees to key destinations. An example of an accessibility measure would be the percentage households that are within a five-minute walk of a school, shopping area or transit stop.

[3] The rule refers specifically to the Oregon Benchmark for reduced non-SOV commuting. The statewide benchmark calls for non-SOV commuting to increase from 24% of trips in 1990 to 38% in 2010. ODOT's

In 2001, the Commission reviewed and approved alternative standards for Eugene-Springfield, Metro and the Rogue Valley MPO.

Findings

All four of the state's MPOs have opted to develop "alternative standards" to use in place of VMT reduction as the yardstick for measuring whether local plans reduce reliance on the automobile. Portland, Eugene and Medford have Commission-approved alternative standards and have adopted interim benchmarks. Salem-Keizer is still discussing different options for standards and benchmarks. The status of MPO efforts is summarized in the chart below.

Status of TPR Implementation in Metropolitan Areas

Requirement	Portland Metro	Salem Keizer	Central Lane	Rogue Valley
VMT Reduction by 5% over planning period?	No. Estimates of VMT per capita in progress	No • VMT per capita to remain about the same • 2000 VMT per capita = 8.94 2020 VMT per capita = 8.96	No VMT projected to remain constant at about 11 vmt per capita	No. MPO plan forecasts about 6% increase 2000 VMT/capita = 7.5 2023 VMT/capita = 8.0
Adopted alternative standard for reduced reliance on the automobile?	Yes. **Non-SOV Mode share** by land use designation type Implementation ▪ Central City 60-70% ▪ Region & Town Centers, Main Streets, Station Communities 45-55% ▪ Industrial, Employment, Inner & Outer Neighborhoods 40-45% Status: - Implemented by local governments through individual TSPs. [4]	No. The SKATS Policy Committee is reluctant to approve alternative standards to reduce reliance on the automobile. This is viewed as a negative objective or goal that can be construed as restricting or regulating the use of the automobile. The committee prefers the term "enhancing transportation choices."	Yes • % non-auto mode share • % transit in congested corridors • 74 miles of priority bikelanes Nodal Development: • 2000 acres zoned • 23% of new housing in nodes • 45% of new jobs in nodes	Yes. • % transit, bike, walk mode share • % dwelling units w/in ¼ mile walk of 30 min. transit. • % of collectors / arterials with bicycle facilities • % of collectors / arterials in TOD areas with sidewalks • % of new dwellings / employment in mixed/pedestrian friendly area Alternative Transportation funding
5-year Benchmarks to Measure Progress	Yes. Due in 2005	No. Would be prepared as part of the alternative measure	Yes. Due in 2005	Yes. Due in 2007

figures for 2002 estimate that non SOV commuting, statewide is at 29%. (ODOT 2003 Annual Performance Report)

[4] TSPs do not include detailed accounting of actions and measures expected to achieve non-single occupant vehicle (SOV) goals. A method for calculating the effect of different actions and measures is being prepared through TGM grant.

Metro

The Portland Metro Regional Transportation Plan (RTP) includes a series of performance measures to guide local transportation system planning. Metro's approved alternative standard is a series of targets for "non-single occupant vehicle" (SOV) mode share. Targets vary and correspond to the different Metro land use design types: regional centers, town centers, station areas, corridors, industrial areas, etc. Local TSPs are to include actions and measures that meet the 2020 targets for non-SOV mode share Actions are expected to include a combination of land use changes. Actions include: better connected streets, expanded transit service, transportation demand management measures, and parking management measures. Metro has received a TGM grant to develop a method for local governments to select and document actions as part of local TSPs that show they will meet the non-SOV mode share targets.

Salem-Keizer

The Salem-Keizer Area Transportation Study (SKATS) has not adopted alternative measures to assess progress on plans to reduce reliance on the automobile. The region will be adopting an update of its Regional Transportation Plan in 2005, but alternative standards and benchmarks are not expected to be part of the adopted plan update. The MPO Policy Committee has directed that the MPO not take a lead role in coordinating a regional strategy to reduce reliance on the automobile or to adopt alternative standards until local governments in the region have developed integrated land use and transportation plans, alternative measures, and related benchmarks. The Salem Futures project, which has been heavily supported by TGM grants, was expected to help provide a basis for setting alternative standards. However, the city has recently suspended work on Salem Futures pending additional discussion by the City Council.

Central Lane

Eugene-Springfield was the first metropolitan area to prepare an alternative standard. It was reviewed and approved by the Commission in May 2001, and incorporated into the area's regional transportation plan – TransPlan - in September 2001. The alternative measure calls for implementation of the region's nodal development strategy, implementation of Bus Rapid Transit (BRT) and supporting transit and bicycle system improvements.

The alternative measure includes the following targets:

- 74 miles of priority bike lanes
- 2000 acres in nodal development designations
- 23% of new housing units in nodes
- 45% of new employment within nodes

The alternative measure calls for implementation of the region's nodal development strategy through plan and zoning amendments by the cities of Eugene and Springfield. In approving the alternative measure, LCDC adopted four recommendations to guide

implementation of TransPlan. These called for region's MPO – the Lane Council of Governments (LCOG) - and the cities to:

1. Include a schedule for implementation of the nodal development strategy in TransPlan
2. Select specific areas for nodal development within one year.
3. Put in place Metro Plan designations and appropriate zoning to protect designated nodes from incompatible development within two years of TransPlan adoption.
4. Review plan amendments and zone changes *outside* nodes to assure that they are consistent with the nodal development strategy.

The Commission reviewed the region's progress in December 2002 and found that the region had made, or was making, progress in completing each of the recommendations. The Commission agreed that the Department should continue to work with the cities to:

1. Support adoption of overlay zones and preparation of detailed plans for some individual nodes targeted for September 2003.
2. Assess whether the selected nodes will include enough land to reasonably meet the housing and employment targets for nodes that are set in TransPlan (consistent with the 20-year target for roughly 8800 dwelling units and 22,600 jobs in nodes.)
3. Clarify the status of undesignated "potential" nodes that are identified in TransPlan as either unsuitable, future potential.
4. Clarify what work is needed to complete the integrated land use and transportation plan required to meet the TPR.

The cities of Eugene and Springfield received TGM grants during the 2001-2003 biennium to assist with implementation of nodal development zoning. Eugene applied its overlay to several selected nodes. Both cities are currently assessing next steps to move forward with the nodal development strategy.

Rogue Valley

The Rogue Valley Regional Transportation Plan adopted in April 2002 includes alternative standards approved by the Commission in December 2001. The region's alternative standards emphasize efforts to expand the availability and convenience of walking, biking, and transit modes and to encourage land use patterns that support walking and transit.

The region identified seven areas in which improved performance would help increase the availability and use of alternative modes:

- An increase in the transit and bicycle/pedestrian mode share
- An increase in the % of dwelling units w/in ¼ mile walk of 30-minute transit service
- An increase in the % of collectors and arterials with bicycle facilities
- % of collectors and arterials in Transit Oriented Development (TOD) areas with sidewalks
- % of new dwelling units in mixed use/TOD areas
- % of new employment in mixed use/TOD areas

- Discretionary transportation funding committed to transit, bicycle, pedestrian or TOD projects

The Rogue Valley MPO has received a grant from the TGM program to assist local governments in the region to identify changes to comprehensive plans and land use regulations needed to develop an integrated land use and transportation plan required by the Transportation Planning Rule.

Conclusion

MPOs have made significant progress in developing alternative standards, but implementation efforts are still "in process". Implementation of the TPR is moving forward, but more slowly than anticipated in 1998. In particular, changes to land use plans and zoning are taking longer than expected and moving forward slowly.

D. Preparation of Integrated Land Use and Transportation Plans

TPR Requirement

In 1998, the Commission amended the Transportation Planning Rule to require that MPOs prepare "integrated land use and transportation plans": if they expected VMT to increase by more than 5% or if they did not have an approved alternative standard in place by May 8, 2000. Integrated land use and transportation plans are to be prepared within three years of approval of an alternative standard. (TPR Section 0055(1)(a)) The state's four largest metropolitan areas are subject to this requirement.

An "integrated land use and transportation plan" includes the following elements:

- Changes to land use designations, densities and design standards that:
- increase residential densities along transit lines and near major employment and shopping areas;
- increase allowed densities in office and retail developments in centers;
- designate land for neighborhood shopping within convenient walking and cycling distance of residential areas;
- designate land to provide a better balance of jobs and housing.
- Adoption of significant new transportation demand management measures.
- Adoption of a significant expansion in transit service.
- Adoption of policies to manage major roadway improvements.
  (TPR Section 0035(5)(c))

Integrated land use and transportation plans are to be prepared within three years of approval of an alternative standard. (TPR Section 0055(1)(a))

The requirement for "integrated land use and transportation plans" was adopted as part of the 1998 rule amendments in which the Commission authorized MPOs to develop "alternative standards" to meet the TPR In general, the 1998 amendments mark a shift in the TPR from measuring *expected results* (i.e. a reduction in VMT per capita) to measuring *efforts* (i.e. adoption of reasonable actions to achieve reduced reliance.) In shifting the emphasis from measuring results to measuring efforts, the Commission amended the rule to recognize specific kinds of efforts that are needed, including changes in land use, Expanded use of TDM and transit, and management of the effects of major roadways.

Background

In adopting the rule in 1991, the Commission understood that changes to land use were needed but deferred adopting a broad direction to revisit land use plans. A "policy statement" adopted with the rule outlined the reasons. [5]

[5]The Commission adopted the following policy statement with the rule in 1991:
"While the Commission is convinced that reconsideration of land use patterns in our urban areas is needed, it has decided not to adopt a requirement for reevaluation of land use at this time. The reason is that the Commission is now in the midst of a comprehensive evaluation of the state's urban growth management policies. Based on this evaluation, the Commission expects to make and recommend changes to the state's policies on how growth within urban areas should occur." LCDC Policy Statement, April 26, 1991.

The 1997 TPR evaluation reaffirmed the importance of changing land use designations as part of efforts to reduce reliance. It concluded that changes to land use to promote more compact development were effective in reducing reliance on the automobile. Metro's 2040 plan, as well as emerging efforts in other metropolitan areas, showed that changes to land use were a key part of an effective strategy to reduce reliance on the automobile. Downstate areas that did not consider major land use changes were expecting plans to be less effective in reducing VMT per capita.

Findings

The Portland Metropolitan area has made substantial progress in developing and implementing an integrated land use and transportation plan. Each of three downstate metropolitan areas has made progress in developing a broad "vision" for more compact pedestrian or transit friendly development but implementation by each area of these plans is beginning. As described below, work remains to be done in each of the three downstate MPOs to meet the rule's requirement for an integrated land use and transportation plan. The following table summarizes each MPOs efforts to develop and implement integrated land use and transportation plans.

MPO Status in Preparing Integrated Land Use and Transportation Plans

Requirement	Portland Metro	Salem Keizer	Central Lane	Rogue Valley
Does the MPO have an integrated land use and transportation plan?	• Yes. Acknowledged as part of the Regional Transportation Plan in June 2001. Many of the land use elements have been implemented through Metro Framework Plan and implemented in local plans and codes	No coordinated regional land use strategy; MPO Policy Board is hesitant to act before local governments.[6] Salem and Keizer are pursuing strategies separately, Salem through Salem Futures. Keizer through other efforts.	Partial. Approval of alternative measure in May 2001 and review in December 2002 concluded that Central Lane has some but not all elements of an integrated land use and transportation plan through TransPlan.	No. MPO is actively working with local governments to identify current status of plans and needed work to develop integrated plan.

[6] • Cities of Salem and Keizer have pursued separate and not fully coordinated land use and transportation planning efforts.
• Salem Futures effort – initiated in 1997-98; unadopted; some elements have been implemented, but not based upon overarching policy framework; some elements (strategy and benchmarks) proceeding to planning commission and city council early 2004; some elements controversial, city council support is unclear.
• Keizer has not proceeded with land use vision in concert with or similar to Salem Futures; Keizer River Road Renaissance project underway.

Metro

The Portland Metropolitan area has made substantial progress in developing and implementing an integrated land use and transportation plan, and has targeted transportation and other public investments to implement the plan. Metro's Regional Transportation Plan, in combination with the region's framework plan, was acknowledged in June 2001 as meeting the requirement for an integrated land use and transportation plan.

Metro's 2040 plan and implementing provisions include the following elements:

- Clear vision of future land use, that integrates land use and transportation through mixed use centers, corridors and neighborhoods
- Supporting transportation investments, including expanded transit service, local streets as well as major roadway improvements.
- Local adoption of plan and zone changes that allow for compact, mixed use pedestrian friendly development.

Salem-Keizer

The Salem-Keizer MPO currently has no agreed-upon strategy to address the TPR requirement, but appears to be relying on the efforts of local governments to integrate land use and transportation planning. Over the past several years, Salem has been engaged in the development of the Salem Futures plan – with substantial support from the Transportation and Growth Management (TGM) program. Salem Futures outlines a broad strategy for changes to future land use patterns that would focus development in mixed use centers and corridors throughout the urban area to support improved transit service. The current strategy for moving forward with Salem Futures is unclear. As originally developed, the Salem Futures envisioned a number of specific plan changes to designate centers and corridors and implementing zoning changes to allow for higher density, mixed use development. While the city has made some progress in adopting zone changes in some neighborhoods, the bulk of the center and corridor designations outlined in the Salem Futures concept have not been adopted, and no specific work is scheduled. The city council has recently established a committee to evaluate next steps with Salem Futures, however there is considerable uncertainty about what direction the city is headed and how the city will address requirements for an integrated land use and transportation plan.

Central Lane

The Central Lane MPO has outlined most of what needs to be accomplished in TransPlan; principally through implementation of the Nodal Development Strategy.

LCDC approved the region's alternative measure in May 2001, with specific recommendations for the city's of Eugene and Springfield to translate the "Nodal Development Strategy" included in TransPlan into specific changes to local plans and ordinances that identify and zone specific areas for nodal development. The Commission reviewed progress in December 2002 and found that cities had selected "priority nodes" and were making progress in putting planning and zoning for nodes in place.

In approving the region's alternative standard in 2001, the Commission also concluded that some additional work would be needed for the region to completely address the requirements for an integrated land use and transportation plan.

Rogue Valley

The Rogue Valley Regional Transportation Plan (RVRTP) approaches reduced reliance on the automobile by planning for Transit-Oriented Developments (TOD). The RTP assumes new TOD development in several locations. To date, the most extensive planning and development progress on TOD sites has occurred in Central Point, downtown Medford, and southeast Medford. A key constraint for the region's TOD program is the severe lack of resources to operate the corresponding transit system. Transit service in the Rogue Valley is primarily 30-minute to 60-minute service, a frequency most experts agree provides basic service but does not meaningfully change mode share.

Currently, the RVMPO is working with local governments to assess needed changes to comprehensive plans and land use regulations to encourage pedestrian and transit-oriented development consistent with the TPR directives for an integrated land use and transportation plan. The City of Medford is prepared to launch major refinement planning exercise in west Medford based on planning for the southeast area.

Conclusion

Development of "integrated land use and transportation plans" called for in the TPR, is partially complete or underway, but behind schedule – except in the Portland Metro area where the region has an integrated plan.

The Portland Metropolitan area has made substantial progress in developing and implementing an integrated plan for land use and transportation. The Portland Metropolitan area has made substantial changes to transportation plans, zoning and transportation investments to achieve more compact, mixed-use development that supports higher use of alternative modes.

Each of the downstate metropolitan areas has embarked on the Integration of land use and transportation Plans. Two have adopted broad strategies to guide future land use in a way that calls for more compact urban development over time. Implementation of these broader strategies, through changes to transportation planning and zoning, is moving forward slowly. Downstate MPOs have made incremental progress in planning specific transportation investments, such as local street improvements, to support implementation of the longer-term vision. Downstate areas have identified suitable areas for mixed-use development but have rezoned only a few areas for such development. Efforts to make further such plan and zone changes are moving forward slowly.

The Portland metropolitan area is ahead of other metropolitan areas in developing and implementing an "integrated" land use and transportation plan – the 2040 plan, for a variety of reasons:

- Metro started sooner. It began work on the 2040 Concept Plan in 1991.
- The urban area is substantially larger and, because of its size, faces more obvious congestion, traffic and growth problems that are not as compelling in other metropolitan area.
- Metro's regional government is organized to do regional land use planning and transportation planning in conjunction with the region's cities and counties.

Metro's experience is instructive in identifying key steps to completing an integrated land use and transportation plan. Plans move from broad visions, which are implemented through progressively more specific implementation measures. Key steps that have occurred in Metro – steps that are less far along in other metropolitan areas -- include:

- allocating a significant portion of new jobs and housing to mixed use centers and neighborhoods;
- preparing and adopting plan and zone changes for mixed use centers and neighborhoods to carry out these plans;
- targeting transportation investments to support implementation of the land use vision for compact development; and,
- monitoring plan amendments and zone changes to assure that they are consistent with achieving the strategy

The TPR's expectation that downstate MPOs would develop and adopt "integrated land use and transportation plans" within a three-year period was overly ambitious. Based on Metro's experience, it's clear that development of a successful plan likely takes six to seven years, and requires a combination of resources and public commitment by the local governments involved. Changing land use plans and zoning to support reduced reliance is especially challenging outside the Portland metropolitan area, where there is no formal metropolitan land use authority and where responsibility for land use and transportation is dispersed.

E. PARKING PLANS

TPR Requirement

TPR Section 0020(2)(g) requires that MPOs develop a "parking plan" as part of the regional TSP to support efforts to reduce reliance on the automobile. MPOs have two options for meeting this part of the rule:

- Developing a regional plan that reduces the number of parking spaces per capita by 10%.[7]
- Developing a comprehensive set of parking management measures that includes:
    - Reducing minimum off-street parking requirements for non-residential uses from 1990 levels.
    - Allowing provision of on-street parking, long-term leased parking and shared parking to meet off-street parking requirements;
    - Establishing off-street parking maximums in appropriate locations, such as downtowns.
    - Exempting structured parking and on-street parking from maximums;
    - Requiring that parking lots over 3 acres in size provide street-like features along major driveways (i.e. curbs, sidewalks, street trees or planting strips).
    - Providing for designation of residential parking districts.

Background

The high percentage of urban land devoted to parking lots is a major impediment to achieving higher densities and making use of alternative modes of transportation more convenient. Large areas devoted to surface parking reduces overall density and creates a more spread out pattern of land use. The spread out pattern of land use not only increases walking distances, but also makes walking less convenient. Lower densities are also more difficult to serve with high frequency transit service. In adopting the rule in 1991, the Commission understood that some measures to better manage parking were an important element of achieving reduced reliance. Consequently, the 1991 rule called for MPOs to achieve a reduction in parking of 10% per capita over the planning period. However, the rule did not specify particular measures that should be used to achieve this target.

The initial response to this requirement was mixed. The Portland Metropolitan area made parking management an integral part of its regional transportation planning work. The other MPOs concluded that minor measures or changes in development patterns over time would be likely to achieve the 10% reduction required by the rule.

---

[7] The 10% reduction applies to parking spaces in areas planned for industrial, commercial, institutional and public uses. The rule is also applies only to regular parking spaces. Park and ride lots, handicapped parking and parking spaces for carpools and vanpools are excluded from this requirement. (660-0012-005)(12))

Metro's work and the 1997 Evaluation reaffirmed the importance of specific parking management measures as a means to make more efficient use of urban land and develop land use patterns that make walking and transit more convenient. Through the 1998 amendments, the Commission added the option for MPOs to develop more detailed parking management measures in place of the 10% reduction requirement.

Findings

As noted above Metro and Metro area local governments have made parking management an integral part of the region's transportation planning efforts. Title 2 of the Metro Functional Plan sets forth the region's strategy, and all 27 cities and counties have amended their local plans and codes meet Metro's Title 2 requirements. Title 2 requires:

- Setting parking maximums (details included in the Appendix)
- Reducing parking minimums
- Considering allowing on-street & shared parking to meet parking requirements
- Exempting structured parking from maximums
- Exempting market-rate paid parking from maximums
- Requiring parking lots of 3 acres or more must be designed with streets.

While the downstate metropolitan areas have adopted some of the parking management measures included in the rule (such as residential parking districts and reduced parking minimums); each area continues to pursue the Option 1 requirement for a 10% regional reduction. Downstate MPOs generally concluded that the 10% parking reduction requirement would be met without additional planning or changes to development regulations as a result of changes to development patterns and other non-regulatory measures. For example, Salem-Keizer estimated that added parking in new development would increase at a slower rate than population growth, while the Rogue Valley plan anticipated some reductions in on-street parking. While these estimates were reasonable when they were made, we now have experience to assess whether expected reduction in parking have actually occurred.

Some additional parking management measures have been considered in each of the downstate metropolitan areas. These efforts are typically controversial and have progressed slowly. Development interests are concerned about parking restrictions. Generally, they note that adequate parking is critical to business success. Unless businesses have adequate parking, new development simply won't occur in some areas. Parking restrictions can make project financing more difficult, because lenders may require a certain minimum amount of parking. Development interests are also concerned that long-term expectations for mixed use development (with shared parking and higher rates of walking and transit use) must be balanced against short term conditions where most trips will be by automobile.

In Salem, the city and downtown merchants provide extensive free parking on-street and in parking structures. Suggestions to meter on-street parking – to increase availability for short-term users – have been met by concerns that it would reduce patronage of downtown businesses.

MPOs and local planners have indicated that there is a need to develop and share more effective parking management techniques – especially techniques that allow for implementation of parking reductions over time, to facilitate interim development with more parking, but to allow redevelopment over time.

Conclusion

The Portland Metropolitan area has made significant progress in incorporating parking management into the region's strategy to support reduced reliance on the automobile. In other MPOs, some parking management measures are in place in a few areas, while others are under consideration – such as reduced or shared parking as part of mixed use developments. However, parking management is not a well-developed element of efforts in downstate MPOs.

F. MPO Issues and Concerns

Background

Responsibility for implementing the TPR falls largely to metropolitan planning organizations, city and county officials, and land use and transportation planners. In preparing this report the Department worked with local planners to identify specific issues and concerns that metropolitan areas are experiencing as they work to implement the TPR.

Findings

Between December 2003 and February 2004 DLCD met with local planners in each of the state's metropolitan areas to review local efforts and to discuss planning issues related to the TPR. This included planners from the MPO organizations, city and county planners, and transit district representatives. The department met with MPO technical committees, and at the request of each MPO, with MPO steering committees – the policy-making bodies for each of the MPOs - made up of local elected officials. (Appendix B includes notes from February 20 meeting with staff from downstate MPOs.)

Metropolitan area planners and officials expressed a number of issues and concerns about the Transportation Planning Rule and local efforts to plan for reduced reliance on the automobile. Metropolitan area planners identified concerns in six areas:

1. The TPR should emphasize providing transportation choices or options rather than reducing reliance on the automobile.

There is concern among many local officials that the TPR's focus on "reducing reliance on the automobile" is overly regulatory, and that it creates public and political resistance to efforts to implement the rule. At the same time, there is broad support for planning to increase transportation choices and options. Several suggested that the rule should emphasize planning for and providing transportation options rather than focusing predominantly on reduced reliance on the automobile.

2. There needs to be more recognition of differences between downstate metropolitan areas and the Portland metropolitan area.

Downstate metropolitan areas are different from the Portland metro area in several ways that make planning for reduced reliance more challenging:

- Portland is substantially larger and faces different scale of growth and transportation issues. (For example, Portland has a much larger downtown and a well-developed transit system that provide critical mass for higher density development and a foundation for increased use of alternative modes that are not present in other urban areas.)
- Through Metro, the Portland area is better organized to integrate regional land use and transportation planning. In downstate MPOs, responsibility for regional land use and transportation planning is fragmented.

- Portland also has more experience and success in planning for compact mixed use, pedestrian friendly development and investing in alternative modes
- The market for compact development, and higher density infill redevelopment is much better developed in the Portland metropolitan area. Land values in downstate MPOs are too low to support extensive higher density mixed use development.

3. LCDC /TPR expectations about making changes to land use plans are too ambitious.

The TPR's requirement for adoption of an "integrated land use and transportation plan" and the approved alternative standards call for adoption of significant land use changes in a relatively short period of time. Downstate metropolitan areas are concerned that TPR deadlines expect too much, too soon. They believe that LCDC needs to understand that more time is needed to develop and implement local plans.

Each of the metropolitan areas feels it is working diligently to make changes to its land use and transportation plans, and that these changes are occurring as quickly as can reasonably be expected given local resources, and political and market support. The timelines in the rule call for major changes – in the form of an integrated land use and transportation plan – in a three years. Similar efforts in the Portland Metro area have taken twice as long.

Local governments are moving ahead with efforts to implement plan changes, but are experiencing some public resistance and reluctance from elected decision-makers. Downstate MPO planners believe that DLCD needs to understand that more time is needed to develop and implement local plans. Downstate MPOs and others are also concerned that the expectations for changes to land use patterns for more compact, mixed-use development patterns are "ahead of the market".

4. There are a range of opinions about use of standards to measure local progress and DLCD/LCDC's oversight role.

A variety of concerns were expressed:

- The consequence of failing to meet adopted timelines or standards is unclear.
- Use of standards creates tension and an unnecessarily adversarial relationship between DLCD and local governments.
- Some indicated that the deadlines and requirements in the rule were helpful in guiding local action.
- Some expressed concern that work involved in documenting progress in meeting standards could be burdensome.

Several suggestions were put forward:

- One local government suggested that the rule be amended to include a flexible measure that allows for a more qualitative assessment of progress.

- One local government suggested adopting a standard like that in air quality planning that addresses whether there is "reasonable further progress."

5. LCDC and the state need to do more to create incentives for reduced reliance and supporting compact, mixed use development patterns.

MPO planners noted that the TPR and the planning program rely primarily on planning and zoning to direct changes to land use patterns. While these are important tools, local governments and elected leaders would like a broader array of tools, especially positive incentives that can aid them in encouraging and supporting desired compact, mixed-use and pedestrian-friendly development.

Development interests also expressed support for incentives and efforts to reduce regulatory barriers to smart development. They noted situations where existing codes and zoning ordinances have made it difficult for developers interested in pursuing innovative mixed use developments.

6. There is a need for better alignment of state policies

State land use and transportation policies are not fully aligned to support TPR objectives. MPO planners identified five areas where state policies work at cross-purposes to the direction in the TPR to plan for compact development:

- TPR Section 0060, in combination with ODOT mobility standards for state highways make it difficult to rezone land for compact, mixed use development. This part of the TPR requires that plan amendments and zone changes demonstrate that they will not exceed the capacity of planned transportation improvements. In several cases, plan amendments to allow higher density developments or neighborhoods consistent with the overall direction in the TPR have been held up because the development would exceed capacity on nearby state highways according to ODOT standards. The effect is to discourage or delay such amendments, or reduce density, in areas planned for intense development. The rules also inadvertently encourage lower density development at the urban fringe where there is adequate transportation capacity, working against the TPR's direction to plan for more compact pedestrian friendly growth. Metropolitan planners want ODOT and DLCD to work together to figure out better ways to allow plan amendments for compact, mixed use development to move forward.

- Goal 14 requirements for UGB expansion encourage incremental additions to UGBs - rather than coherent well-planned neighborhoods. Goal 14 requires a demonstration of need for a specific amount of land and sets priorities to add built and committed areas and avoid higher value farmland that tend to result in piecemeal additions to urban areas. The resulting smaller pieces are too small to efficiently develop as mixed use neighborhoods or developments.

- ODOT and other roadway design standards make it difficult to design urban highway improvements that are supportive of transit and mixed use development. While ODOT (and Federal Highway Administration FHWA)

standards allow for design exceptions, standard practices call for relatively wide, high speed designs that emphasize smooth traffic flow. Obtaining design exceptions is a time consuming process that can frustrate efforts to design streets to support mixed use and pedestrian or transit friendly development on urban streets.

- ODOT's performance standards for highways in metropolitan areas encourage investment in freeways and interchanges that support long distance travel, highway oriented development, and commuting from outlying areas.

- TPR objectives to reduce reliance on the automobile need to be reconciled with state's recent policy initiative to increase the supply of "shovel ready" industrial sites.

Conclusion

While each of the state's MPO areas has expressed general support for the objectives in the TPR – changing land use and transportation plans to improve transportation choices – there are several concerns, especially by downstate MPOs, about specific expectations and requirements in the rule. Downstate metropolitan areas are concerned that the targets and schedule in the TPR for changes to land use plans are too ambitious and do not adequately recognize key differences between Portland and smaller MPOs. There is also a shared concern that some state policies, including certain TPR and ODOT requirements, interfere with or complicate local efforts to implement the rule.

G. Related Planning Issues

Background

Implementation of the TPR occurs within the broader context of land use planning and transportation that are not directly affected by the TPR; as well as broader development trends and issues that affect how the rule's objectives are achieved. Clarify Several issues were identified in the 1997 Evaluation that remain relevant to the Commission's discussion of policy efforts to reduce reliance on the automobile. These relate to transportation funding and spillover growth around major metropolitan areas.

Findings

The 1997-98 review identified three other issues that remain potentially significant issues affecting the ability of metropolitan areas (and the state) to achieve reduced reliance on the automobile. These are outlined below:

Very Large Gap between Transportation Needs and Funding

In 2000, DLCD calculated that MPO plans included needed transportation improvements that dramatically exceed the funding likely to be available for constructing these improvements. The table summarizing this information is provided below.

Metropolitan Transportation Funding Forecasts (2000)				
MPO Area	Portland	Salem	Eugene	Medford
Forecast Revenue	$2.748 billion	$853 million	$1.433 billion	$168 million
Regional TSP "Needs"	$9.1 billion	$1.396 billion	$1.890 billion	$410 million
Deficit	$6.4 billion	$543 million	$457 million	$242 million
% Revenue to TSP Needs	30%	61%	75%	41%

Notes:

1. The MPO revenue forecast, coordinated with ODOT, assumes a 25c per gallon increase in the state gas tax, or it's equivalent, over the planning period. MPO forecasts also include projected local sources of revenue. Forecasts generally cover a 20 year period, through either 2015 or 2020.
2. Figures for Portland are for the "Strategic" RTP. Portland also has a financially constrained plan and a "Preferred" RTP.
3. Salem figures are from the Salem TSP adopted in 1998, which are more comprehensive than those in the 1996 Salem-Keizer RTP.
4. Eugene figures are the "full needs" identified in the draft TransPlan. TransPlan will include a financially constrained list of projects.
5. Medford figures are from the RVRTP and included the "Tier 2" list of projects. The RVRTP also includes a financially constrained Tier 1 list. .

The gap between expected transportation funds and needs identified by plans is a major challenge for all levels of government. Filling this funding gap will require significant new transportation revenues for MPO areas. These new funds would be on top of local systems development charges already in place and increases in state transportation funding equivalent to a 25-cent per gallon increase in the gas tax over the 20-year planning period.

The impact of a continued gap in funding is likely to be significant. Existing MPO plans address this by including a "financially constrained" list of projects – adopted to meet federal requirements – in addition to a "full needs" list. Land use plans are generally based on the assumption that the "full needs" list will be prepared.

Regional Development and Long Distance Commuting from Satellite Cities

The VMT target and detailed planning requirements for metropolitan areas are focused on "metropolitan areas". This additional planning required by the TPR is focused within the boundaries of metropolitan areas. At the same time, it is clear that metropolitan land use and transportation issues are not completely contained within these boundaries. There is a large and growing problem of spillover growth affecting smaller communities near but outside MPO boundaries. While this pattern of growth is relatively well understood, the policy response to it has been limited. In 1998, the Department identified this as an issue warranting further study:

> A major purpose of the TPR is to address transportation related livability problems in metropolitan areas. Increasingly, problems related to metropolitan growth are spilling over to communities near but outside designated metropolitan areas. What were free-standing small towns ten and twenty years ago are increasingly becoming bedroom communities for metropolitan growth. A major reason for this growth is the proximity of these communities to metropolitan jobs, particularly jobs in the suburban fringe of metropolitan areas. The result is increasing traffic congestion on state highways at the urban fringe and increasing growth and livability problems in neighbor or satellite communities.

III. CONCLUSIONS

The Transportation Planning Rule calls for improved planning in metropolitan areas to increase the availability and convenience of alternative modes of transportation and to better integrate land use and transportation planning. During the last five years, metropolitan areas have made significant progress to achieve this objective, and have also helped identify hurdles to continued progress.

Metropolitan areas have made significant progress in planning and providing for alternative modes of transportation. This progress is reflected in more comprehensive planning for transit service, well-connected streets, and more attention to bike and pedestrian needs. It is also reflected in increased funding and construction of projects to support alternative modes of transportation.

While there has been significant progress, there is also room for expanded efforts to support alternative modes, especially to aid implementation of compact, mixed-use development and infill and redevelopment. Investments in alternative modes are more effective when they are coordinated with and support changes to land use plans.

Results of work by metropolitan areas to implement alternative standards and prepare integrated land use and transportation plans are mixed. All of the state's metropolitan areas have opted for alternative standards as allowed by the rule. Each also calls for changes to land use patterns as a key part of the strategy to reduce reliance on the automobile. Progress in putting plans in place varies.

The Portland Metropolitan area has an essentially complete plan as called for by the rule, and is moving forward with implementation of its plan. Significantly, the region has developed a balanced set of transportation investments designed to help implement its land use strategy and support efforts to increase availability and use of alternative modes.

Progress in developing and implementing integrated land use and transportation plans in the other metropolitan areas is slower and the outlook for continued progress is less certain. Each of the "downstate" metropolitan areas has taken significant steps to develop a land use strategy that provides for compact, pedestrian or transit friendly development patterns. However, translating general strategies or concepts into specific changes to land use plans and zoning, and into supporting transportation investments, has been a challenging and time-consuming task.

Several factors have contributed to this situation. Changes to land use and zoning are significant and take time, resources, public support and local initiative. Public and political support for changes to land use patterns is not as well-developed in downstate areas. Generally speaking, smaller metropolitan areas have fewer resources and tools to pursue these changes.

The market for compact, pedestrian- and transit-friendly development is not as well developed in downstate areas as it is in the Portland metropolitan area. Part of this is due to the difference in size and character of the metropolitan areas. Another part is due to the fact that the Portland area has been working to promote changes to development

patterns over a longer period of time. Consequently, the Portland area has more, and better-developed, tools and structures for achieving these objectives.

The successes achieved in the Portland area and in other parts of the state are instructive about the types of efforts that will be needed to achieve the goals set forth in the rule. The public sector has a critical role to play in providing support for shifts in the market to achieve desired land use patterns. Creating successful mixed use centers and neighborhoods requires detailed and carefully coordinated land use and transportation plans. Public investments in streets and transit - as well as other public investments - need to be designed and coordinated to support desired private investments. Local zoning and development codes need to be amended to reduce or remove barriers to allowing compact, mixed use development.

As metropolitan areas note, the state has an important role to play as well. State policies and state investments need to be in aligned with overall policy objectives. Several changes to state policies have helped: 1998 amendments to the TPR and 1999 Oregon Highway Plan support local efforts to promote mixed use development. State funding for street, transit and bike and pedestrian improvements has helped local governments support mixed use development and infill and redevelopment. At the same time, metropolitan planners have identified several circumstances where state policies or practices have complicated or delayed local efforts to promote mixed use development or reduced reliance on the automobile. These warrant further examination and, as necessary, changes to reduce barriers to desired development patterns.

Overall, it is clear that TPRs expectations for developing integrated land use and transportation plans within a three year period were overly ambitious. By comparison, the 2040 effort in the Portland Metropolitan area took approximately six to seven years to complete – and was led by a regional government with planning responsibility for both land use and transportation. Downstate metropolitan areas clearly need a combination of additional time, resources, and tools - tools that help bridge the gap between current market realities and desired planning outcomes. Rule amendments to extend the timelines for completion of local plans appear warranted.

At same time, the effect of a continuation of development patterns allowed by existing plans and rules needs to be considered. When the TPR was adopted in 1991, the Commission expressed understanding that changes to land use patterns and the transportation system to reduce reliance on the automobile was a long-term proposition. However, the Commission also expressed concern that continuation of existing auto-oriented development patterns could easily compromise or frustrate opportunities to make significant changes to land use patterns or the transportation system that would reduce reliance on the automobile. The potential for interim development to undermine reduced reliance remains significant:

- Existing plans and zoning generally allow for a continuation of relatively low-density, auto-oriented development patterns.

- Metropolitan transportation system plans (TSPs) include major highway improvements that, over time, would support a continuation of auto-oriented development patterns and increased rather than reduced reliance on the

automobile. (As noted elsewhere, TSPs include planned projects which greatly exceed available funding. If MPOs choose to fund major roadway expansions over a balanced set of transportation investments, the effect could be to encourage and support auto-oriented development and increased vehicle travel).

- Existing rules allow plan amendments and zone changes without consideration of their impact on regional efforts or strategies to reduce reliance on the automobile.