

TRANSPORTATION ELEMENT OF THE COMPREHENSIVE PLAN

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INTRODUCTION

Portland has spent the last several years working with Metro and other agencies, citizens, and community and business groups to develop the City's first Transportation System Plan (TSP). The TSP is the 20-year plan for transportation improvements in Portland. The goal of the TSP is to provide transportation choices for residents, employees, visitors, and firms doing business in Portland.

The Transportation Element (TE) of the City of Portland Comprehensive Plan consists of two Comprehensive Plan goals – Goal 6, Transportation, and Goal 11B, Public Rights-of-Way – and the Central City Transportation Management (CCTMP) Goal, along with their associated policies and objectives. Within Goal 6 and the CCTMP are sets of street classification maps, which guide the use of the transportation system.



Goals are the broadest expressions of a community's desires. Goals give direction and are concerned with the long term, and often describe ideal situations. Policies are broad statements that set preferred courses of action. Policies are choices made to carry out the goals in the foreseeable future. Policies should be specific enough to help determine whether or not a proposed project, program, or course of action will advance community values expressed in the goals. Objectives are specific statements that carry out a plan in the short term. Objectives help assess incremental progress toward achieving the broader purposes expressed in goals and policies.

The street classification maps and the street plan maps in the TSP are adopted as part of the Comprehensive Plan, as are the policies. Comprehensive Plan policies are used to review changes to the Comprehensive Plan; to Title 33, Planning and Zoning; or for a goal exception. In reading the policies, care should be taken to note that language may be aspirational (such as 'should' or 'encourage') or mandatory (such as 'shall' or 'will'). Most Comprehensive Plan policies are 'balancing' policies that should be looked at together to determine whether an activity achieves the optimal balance.

Goal 6, Transportation, provides the overall guidance on how Portland's transportation system should function over the life of the Comprehensive Plan. It describes what the system should look like and what purposes it fulfills. Within Goal 6 are policies that address the following areas:

- Coordination and Involvement
- Street Classification and Description

- Transportation Function
- Land Use and Transportation
- Pedestrian and Bicycle
- Public Transportation
- Parking and Demand Management
- Freight, Terminals, and Truck
- Regional Transportation
- Transportation Districts

The goal, policies, and objectives of the CCTMP were first adopted in 1995. They have not been changed as part of the TSP development, except for the street classification maps, which have been revised to be consistent with the 2000 Regional Transportation Plan (RTP).

The glossary is adopted policy language that explains terms used in transportation and land use planning. By being adopted in the glossary, the terms can help explain legislative intent.

GOAL 6 TRANSPORTATION

Develop a balanced, equitable, and efficient transportation system that provides a range of transportation choices; reinforces the livability of neighborhoods; supports a strong and diverse economy; reduces air, noise, and water pollution; and lessens reliance on the automobile while maintaining accessibility.

Explanation: Goal 6 and its policies describe the many elements of the transportation system that Portland supports. The goal statement reflects the multiple functions of a balanced transportation system, which distributes transportation benefits and effects fairly across the many populations of users.

Coordination and Involvement Policies

Policy 6.1 Coordination

Coordinate with affected state and federal agencies, local governments, special districts, and providers of transportation services when planning for and funding transportation facilities and services.

Explanation: The State of Oregon's Transportation Planning Rule (TPR) and Metro's 2000 Regional Transportation Plan (RTP) require the City to coordinate transportation system planning and other multi-jurisdictional transportation issues. Portland has had a coordination policy since 1992.

Objectives:

- A. Coordinate the funding and development of transportation facilities with regional transportation and land use plans and with public and private investments.
- B. Participate in Metro's processes for allocating and managing transportation funds and resources to achieve maximum benefit with limited available funds.
- C. Involve affected agencies, local governments, special districts, and transportation providers in updates of the Transportation System Plan (TSP).
- D. Pursue opportunities to improve the transportation system, including grants, private/public partnerships, and other non-traditional funding mechanisms.

Policy 6.2 Public Involvement

Carry out a public involvement process that provides information about transportation issues, projects, and processes to citizens, businesses and other stakeholders, especially to those traditionally underserved by transportation services, and that solicits and considers feedback when making decisions about transportation.

Explanation: Transportation decision making should actively seek to include disenfranchised populations by making the process clear and straightforward and including mechanisms for public accountability.

Objectives:

- A. Involve community members who are traditionally under-represented in transportation planning activities.
- B. Give consideration to Metro's Local Public Involvement Policy for Transportation Planning in Portland's transportation planning activities.

Explanation: Metro adopted public involvement guidelines in July 1995 for transportation planning. Local jurisdictions must be consistent with these guidelines in developing their TSPs and any other projects or programs submitted to Metro for regional funding. The guidelines require local plan development to meet minimum standards for public involvement before the Metro Council takes action on the plan.

Policy 6.3 Transportation Education

Implement educational programs that support a range of transportation choices and emphasize safety for all modes of travel.

Objectives:

- A. Publicize activities and the availability of resources and facilities that promote a multimodal transportation system.
- B. Implement educational programs that recognize the need for developing and maintaining a multimodal transportation system that supports the movement of freight as well as people.
- C. Encourage walking by developing education programs for both motorists and pedestrians and by supporting and participating in encouragement events for pedestrians.
- D. Develop and implement education and encouragement plans aimed at youth and adult cyclists and motorists.
- E. Increase public awareness of the benefits of walking and bicycling and of available resources and facilities.
- F. Develop a strong school curriculum and program on transportation safety and travel choices with emphasis on environmental consequences, neighborhood livability, personal safety, and health.
- G. Educate citizens and businesses about Green Streets and how they can serve as urban greenways to enhance, improve, and connect neighborhoods to encourage their support, demand and funding for these projects.

Street Classification and Description Policies

Policy 6.4 Classification Descriptions

Street classification descriptions and designations describe the types of motor vehicle, transit, bicycle, pedestrian, truck, and emergency vehicle movement that should be emphasized on each street.

Explanation: This policy describes how the classification descriptions and designations are used. Classifications for regionally significant streets must be consistent with the street classifications in Metro's 2000 RTP. While Portland uses different names than Metro, the classifications are generally equivalent, as shown on the matrices in the relevant modal plans comparing classifications between jurisdictions.

Objectives:

- A. Classification descriptions and designations are used to determine the appropriateness of street improvements and to make recommendations on new and expanding land uses through the land use review processes.

Explanation: Many land use reviews consider the classifications of streets adjacent to and near a site to determine the appropriateness of a proposed use and its impacts.

- B. Classification descriptions are used to describe how streets should function for each mode of travel, not necessarily how they are functioning at present.

Explanation: Sometimes a street carries more traffic or types of traffic than its classification would indicate. This does not necessarily mean that the street should be reclassified. It could mean that the street design should be changed to reduce or mitigate for the inappropriate traffic.

- C. All of a street's classifications must be considered in designing street improvements and allocating funding. While a proposed project may serve only one classification, improvements should not preclude future modifications to accommodate other classifications of the street.

Explanation: Streets are classified for six types of movement: motor vehicle traffic, trucks, transit vehicles, emergency vehicles, pedestrians, and bicycles.

- D. When the existing use of a street does not comply with its classification, no additional investments should be made that encourage that inappropriate use.

Explanation: A street may carry more traffic, trucks, or through-traffic than is appropriate for its classification. Improvements made to the street should not result in facilitating these inappropriate movements.

- E. Designate new streets within a land division site as Local Service Streets for all modes unless otherwise designated through a concurrent or subsequent Comprehensive Plan amendment to the Transportation Element.
- F. Designate new streets within Pedestrian Districts and Freight Districts as Local Service Streets unless otherwise designated through a Comprehensive Plan amendment to the Transportation Element.

Policy 6.5 Traffic Classification Descriptions

Maintain a system of traffic streets that support the movement of motor vehicles for regional, interregional, interdistrict, and local trips as shown. For each type of traffic classification, the majority of motor vehicle trips on a street should conform to its classification description.

Explanation: There are six classifications for traffic streets. Each classification describes how a traffic street should function (what kinds of traffic and what kinds of trips are expected) and what types of land uses the street should serve. Eight maps show the traffic classifications. One map is located with the policy associated with each of the seven transportation districts other than the Central City. The classification map for the Central City (the eighth transportation district) is located with the Central City Transportation Management Plan goal, policies, and objectives in this chapter.

Objectives:

- A. **Regional Trafficways**
Regional Trafficways are intended to serve interregional district movement that has only one trip end in a transportation district or to serve trips that bypass a district completely.
- **Land Use/Development.** Regional Trafficways should serve the Central City, regional centers, industrial areas, and intermodal facilities and should connect key freight routes within the region to points outside the region. Encourage private and public development of regional significance to locate adjacent to Regional Trafficway interchanges.
 - **Connections.** Regional Trafficways should connect to other Regional Trafficways, Major City Traffic Streets, and District Collectors. A ramp that connects to a Regional Trafficway is classified as a Regional Trafficway from its point of connection up to its intersection with a lower-classified street.
 - **Buffering.** Adjacent neighborhoods should be buffered from the impacts of Regional Trafficways.
 - **Dual Classification.** A street with dual Regional Trafficway and Major City Traffic Street classifications should retain the operational characteristics of a Major City Traffic Street and respond to adjacent land uses.
- B. **Major City Traffic Streets**
Major City Traffic Streets are intended to serve as the principal routes for traffic that has at least one trip end within a transportation district.

- **Land Use/Development.** Major City Traffic Streets should provide motor vehicle connections among the Central City, regional centers, town centers, industrial areas, and intermodal facilities. Auto-oriented development should locate adjacent to Major City Traffic Streets, but should orient to pedestrians along streets also classified as Transit Streets or within Pedestrian Districts.
- **Connections.** Major City Traffic Streets should serve as primary connections to Regional Trafficways and serve major activity centers in each district. Traffic with no trip ends within a transportation district should be discouraged from using Major City Traffic Streets.
- **On-Street Parking.** On-street parking may be removed and additional right-of-way purchased to provide adequate traffic access when consistent with the street design designation of the street. Evaluate the need for on-street parking to serve adjacent land uses and improve the safety of pedestrians and bicyclists when making changes to the roadway.

C. Traffic Access Streets

Traffic Access Streets are intended to provide access to Central City destinations, distribute traffic within a Central City district, provide connections between Central City districts, and distribute traffic from Regional Trafficways and Major City Traffic Streets for access within the district. Traffic Access Streets are not intended for through-traffic with no trip ends in the district.

- **Land Use/Development.** Traffic Access Streets serve Central City land uses. Solutions to congestion problems on Traffic Access Streets must accommodate the high-density pattern desired in the Central City.
- **Connections.** Connections to adjoining transportation districts should be to District or Neighborhood Collectors. Intersections of Traffic Access Streets and streets with higher or similar classifications should be signalized, where warranted, to facilitate the safe movement of traffic along each street as well as turning movements from one street to the other.
- **Access.** Reduction in motor vehicle congestion is given less priority than: supporting pedestrian access and enhancing the pedestrian environment; maintaining on-street parking to support land uses; accommodating transit; or accommodating bicycles. Access to off-street parking is allowed.
- **Right-of-way Acquisition.** Acquisition of additional right-of-way to reduce congestion is discouraged.

D. District Collectors

District Collectors are intended to serve as distributors of traffic from Major City Traffic Streets to streets of the same or lower classification. District Collectors serve trips that both start and end within a district.

- **Land Use/Development.** District Collectors generally connect town centers, corridors, main streets, and neighborhoods to nearby regional centers and other major destinations. Land uses that attract trips from the surrounding neighborhoods or from throughout the district should be encouraged to locate on District Collectors. Regional attractors of traffic should be discouraged from locating on District Collectors.

- **Connections.** District Collectors should connect to Major City Traffic Streets, other collectors, and local streets and, where necessary, to Regional Trafficways.
- **On-Street Parking.** Removal of on-street parking and right-of-way acquisition should be discouraged on District Collectors, except at specific problem locations to accommodate the equally important functions of traffic movement and vehicle access to abutting properties.

E. Neighborhood Collectors

Neighborhood Collectors are intended to serve as distributors of traffic from Major City Traffic Streets or District Collectors to Local Service Streets and to serve trips that both start and end within areas bounded by Major City Traffic Streets and District Collectors.

- **Land Use/Development.** Neighborhood Collectors should connect neighborhoods to nearby centers, corridors, station communities, main streets, and other nearby destinations. New land uses and major expansions of land uses that attract a significant volume of traffic from outside the neighborhood should be discouraged from locating on Neighborhood Collectors.
- **Connections.** Neighborhood Collectors should connect to Major City Traffic Streets, District Collectors, and other Neighborhood Collectors, as well as to Local Service Streets.
- **Function.** The design of Neighborhood Collectors may vary over their length as the land use character changes from primarily commercial to primarily residential. Some Neighborhood Collectors may have a regional function, either alone or in concert with other nearby parallel collectors. All Neighborhood Collectors should be designed to operate as neighborhood streets rather than as regional arterials.
- **On-Street Parking.** The removal of on-street parking and right-of-way acquisition should be discouraged on Neighborhood Collectors.

F. Local Service Traffic Streets

Local Service Traffic Streets are intended to distribute local traffic and provide access to local residences or commercial uses.

- **Land Use/Development.** Discourage auto-oriented land uses from using Local Service Traffic Streets as their primary access.
- **Classification.** Streets not classified as Regional Trafficways, Major City Traffic Streets, District Collectors, or Neighborhood Collectors are classified as Local Service Traffic Streets.
- **Connections.** Local Service Traffic Streets should connect neighborhoods, provide local circulation, and provide access to nearby centers, corridors, station areas, and main streets.
- **Function.** Local Service Traffic Streets provide local circulation for traffic, pedestrians, and bicyclists and (except in special circumstances) should provide on-street parking. In some instances where vehicle speeds and volumes are very low (for example, woonerfs and accessways), Local Service Traffic Streets may accommodate both vehicles and pedestrians and bicyclists in a shared space.

Policy 6.6 Transit Classification Descriptions

Maintain a system of transit streets that supports the movement of transit vehicles for regional, interregional, interdistrict, and local trips.

Explanation: Eight maps show the transit classifications. One map is located with the policy associated with each of the eight transportation districts.

*Objectives:***A. Regional Transitways**

Regional Transitways are intended to provide for interregional and interdistrict transit trips with frequent, high-speed, high-capacity, express, or limited service, and to connect the Central City with all regional centers.

- **Land Use.** Development with a regional attraction (e.g., shopping centers, arenas) are encouraged to locate adjacent to Regional Transitways to reduce traffic impacts on adjoining areas and streets. Locate high-density development within a half-mile of transit stations on Regional Transitways, with the highest densities closest to the stations.
- **Access to Transit.** Transit stations should be designed to accommodate a high level of multimodal access within a half-mile radius of the station. Use feeder bus service to access Regional Transit stations. Use park-and-ride facilities to access Regional Transit stations only at ends of Regional Transitways or where adequate feeder bus service is not feasible.
- **Improvements.** Use transit-preferential treatments to facilitate light rail and bus operations. Consider the use of access management measures to reduce conflicts between transit vehicles and other vehicles. Where compatible with adjacent land uses, right-of-way acquisition or parking removal may occur to accommodate transit-preferential measures and improve access to transit.
- **Transfer Points.** Provide safe and convenient transfer points with covered waiting areas with transit route information, benches, trash receptacles, enhanced signing, lighting, and telephones.
- **Bus Stops.** Buses providing local service along Regional Transitways should have more frequent stop spacing, similar to stop spacing along Major Transit Priority Streets.
- **Dual Classification.** A street with a dual Regional Transitway and Major Transit Priority Street classifications should retain the operational characteristics of a Major Transit Priority Street and respond to adjacent land uses.
- **Connections.** A ramp that connects to a Regional Transitway is classified as a Regional Transitway up to its intersection with a lower-classified street.

B. Major Transit Priority Streets

Major Transit Priority Streets are intended to provide for high-quality transit service that connects the Central City and other regional and town centers and main streets.

- **Land Use.** Transit-oriented land uses should be encouraged to locate along Major Transit Priority Streets, especially in centers. Discourage auto-oriented development from locating on a Major Transit Priority Street, except where the street is

outside the Central City, regional or town center, station community, or main street and is also classified as a Major City Traffic Street. Support land use densities that vary directly with the existing and planned capacity of transit service.

- **Access to Transit.** Provide safe and convenient access for pedestrians and bicyclists to, across, and along Major Transit Priority Streets.
- **Improvements.** Employ transit-preferential measures, such as signal priority and bypass lanes. Where compatible with adjacent land use designations, right-of-way acquisition or parking removal may occur to accommodate transit-preferential measures or improve access to transit. The use of access management should be considered where needed to reduce conflicts between transit vehicles and other vehicles.
- **Transfer Points.** Provide safe and convenient transfer points with covered waiting areas, transit route information, benches, trash receptacles, enhanced signing, lighting, and telephones. Limited transit service should stop at transfer points and activity centers along Major Transit Priority Streets.
- **Dual Classification.** Streets with dual Regional Transitway and Major Transit Priority Street classifications should retain the operational characteristics of Major Transit Priority Streets, and development should orient to the street.
- **Bus Stops.** Locate bus stops to provide convenient access to neighborhoods and commercial centers. Stops should be located relatively close together in high-density and medium-density areas, including regional and town centers and along most main streets, and relatively farther apart in lower-density areas. Passenger amenities should include shelters and route information.

C. Transit Access Streets

Transit Access Streets are intended for district-oriented transit service serving main streets, neighborhoods, and commercial, industrial, and employment areas.

- **Land Use.** Encourage pedestrian- and transit-oriented development in commercial, institutional, and mixed-use areas along Transit Access Streets.
- **Access to Transit.** Provide safe and convenient pedestrian and bicycle access to transfer points and stops and along Transit Access Streets.
- **Transfer Points.** Provide bus shelters, safe and convenient pedestrian crossings, and transit information at transfer points.
- **Improvements.** Employ transit-preferential measures at specific intersections to facilitate bus operations where there are significant bus delays. Applicable preferential treatments include signal priority, queue jump lanes, and curb extensions.
- **Bus Stops.** Locate stops closer together in neighborhood commercial areas and somewhat farther apart in other areas along Transit Access Streets. Passenger amenities, including covered waiting areas, are appropriate along Transit Access Streets.

D. Community Transit Streets.

Community Transit Streets are intended to serve neighborhoods and industrial areas and connect to citywide transit service.

- **Land Use.** Encourage pedestrian- and transit-oriented development in commercial, institutional, and mixed-use areas along Community Transit Streets.

- **Transit Service.** Community Transit Streets typically carry feeder bus service, mini-bus, or demand-responsive services. Demand-responsive service may include service that is tailored to areas (e.g., industrial areas) that have unusual transit service needs. The size and type of transit vehicle should be appropriate to the needs of the land uses served.
- **Pedestrian and Bicycle Access.** Provide safe and convenient pedestrian and bicycle access along Community Transit Streets and to transfer points and stops.
- **Improvements.** Community Transit Streets are typically used for access by bicyclists, pedestrians, and drivers to reach neighborhood destinations. Parking removal or the acquisition of additional right-of-way should not be undertaken to enhance transit service on Community Transit Streets, except at specific locations to correct unsafe transit operations or accommodate access to transit.
- **Transfer Points.** Provide covered waiting areas and transit information at transfer points.
- **Bus Stops.** Locate stops closer together in neighborhood commercial areas and farther apart in other areas along Community Transit Streets.

E. Local Service Transit Streets

Local Service Transit Streets are intended to provide transit service to nearby residents and adjacent commercial areas.

- **Land Use.** Transit operations on Local Service Transit Streets should give preference to access for individual properties and to the specific needs of property owners and residents along the street.
- **Classification.** Streets not classified as Regional Transitways, Major Transit Priority Streets, Transit Access Streets, or Community Transit Streets are classified as Local Service Transit Streets.
- **Function.** Local Service Transit Streets may be used for paratransit service, end loops for regularly scheduled routes, and may carry school buses.
- **Bus Stops.** Locate stops along Local Service Transit Streets based on Tri-Met service standards.

Explanation: Local Service Transit Streets seldom carry regular bus service, except for short street segments to accommodate bus operations and for loops at the ends of routes.

F. Transit Stations

Transit stations are locations where light rail vehicles or other high-capacity transit vehicles stop to board and unload passengers.

- **Locations.** Locate Transit Stations on Regional Transitways to provide direct and convenient service to regional and town centers and major trip generators along the transitway. Station locations are conceptual. Actual locations should be used for regulatory purposes such as measuring distances.
- **Passenger Facilities.** Provide safe and convenient covered waiting areas and easy transfer to other transit services. Provide transit information and access for pedestrians and bicyclists. Transit Stations should have a full range of passenger services, including route information, benches, secure bicycle parking, trash receptacles, enhanced signing, lighting, and telephones.

- **Transit Station Spacing.** Place Transit Stations along Regional Transitways with light rail service or other high-capacity transit service at intervals of approximately one-half mile. In high-density areas in the Central City, consider closer station spacing of three to four blocks.

G. Intercity Passenger Rail

Intercity Passenger Rail provides commuter and other rail passenger service.

- **Station Spacing.** Stations are typically located one or more miles apart, depending on overall route length.

H. Passenger Intermodal Facilities

Passenger Intermodal Facilities serve as the hub for various passenger modes and the transfer point between modes.

- **Connections.** Passenger Intermodal Facilities connect inter-urban passenger service with urban public transportation service and are highly accessible by all modes.

Policy 6.7 Bicycle Classification Descriptions

Maintain a system of bikeways to serve all bicycle users and all types of bicycle trips.

Explanation: Eight maps show the bicycle classifications. One map is located with the policy associated with each of the eight transportation districts.

Objectives:

A. City Bikeways

City Bikeways are intended to serve the Central City, regional and town centers, station communities, and other employment, commercial, institutional, and recreational destinations.

- **Land Use.** Auto-oriented land uses should be discouraged from locating on City Bikeways that are not also classified as Major City Traffic Streets.
- **Design.** Consider the following factors in determining the appropriate design treatment for City Bikeways: traffic volume, speed of motor vehicles, and street width. Minimize conflicts where City Bikeways cross other streets.
- **Improvements.** Consider the following possible design treatments for City Bikeways: bicycle lanes, wider travel lanes, wide shoulders on partially improved roadways, bicycle boulevards, and signage for local street connections.
- **On-Street Parking.** On-street motor vehicle parking may be removed on City Bikeways to provide bicycle lanes, except where parking is determined to be essential to serve adjacent land uses, and feasible options are not available to provide the parking on-site.
- **Bicycle Parking.** Destinations along City Bikeways should have long-term and/or short-term bicycle parking to meet the needs of bicyclists.

- Traffic Calming. When bicycle lanes are not feasible, traffic calming, bicycle boulevards, or similar techniques will be considered to allow bicyclists to share travel lanes safely with motorized traffic.

B. Off-Street Paths

Off-Street Paths are intended to serve as transportation corridors and recreational routes for bicycling, walking, and other non-motorized modes.

- Connections. Use Off-Street Paths as convenient shortcuts to link urban destinations and origins along continuous greenbelts such as rivers, park and forest areas, and other scenic corridors, and as elements of a regional, citywide, or community recreational trail plan.
- Location. Establish Off-Street Paths in corridors not well served by the street system.
- Improvements. Use the Bikeway Design and Engineering Guidelines to design Off-Street Paths. Off-Street Paths should be protected or grade-separated at intersections with major roadways.

C. Local Service Bikeways

Local Service Bikeways are intended to serve local circulation needs for bicyclists and provide access to adjacent properties.

- Classification. All streets not classified as City Bikeways or Off-Street Paths, with the exception of Regional Trafficways not also classified as Major City Traffic Streets, are classified as Local Service Bikeways.
- Improvements. Consider the following design treatments for Local Service Bikeways: shared roadways, traffic calming, bicycle lanes, and extra-wide curb lanes. Crossings of Local Service Bikeways with other rights-of-way should minimize conflicts.
- On-Street Parking. On-street parking on Local Service Bikeways should not be removed to provide bicycle lanes.
- Operation. Treatment of Local Service Bikeways should not have a side effect of creating, accommodating, or encouraging automobile through-traffic.

Policy 6.8 Pedestrian Classification Descriptions

Maintain a system of pedestrianways to serve all types of pedestrian trips, particularly those with a transportation function.

Explanation: Eight maps show the pedestrian classifications. One map is located with the policy associated with each of the eight transportation districts.

Objectives:

A. Pedestrian Districts

Pedestrian Districts are intended to give priority to pedestrian access in areas where high levels of pedestrian activity exist or are planned, including the Central City, Gateway regional center, town centers, and station communities.

- **Land Use.** Zoning should allow a transit-supportive density of residential and commercial uses that support lively and intensive pedestrian activity. Auto-oriented development should be discouraged in Pedestrian Districts. Institutional campuses that generate high levels of pedestrian activity may be included in Pedestrian Districts. Exceptions to the density and zoning criteria may be appropriate in some designated historic districts with a strong pedestrian orientation.
- **Streets within a District.** Make walking the mode of choice for all trips within a Pedestrian District. All streets within a Pedestrian District are equal in importance in serving pedestrian trips and should have sidewalks on both sides.
- **Characteristics.** The size and configuration of a Pedestrian District should be consistent with the scale of walking trips. A Pedestrian District includes both sides of the streets along its boundaries, except where the abutting street is classified as a Regional Trafficway. In these instances, the land up to the Regional Trafficway is considered part of the Pedestrian District, but the Regional Trafficway itself is not.
- **Access to Transit.** A Pedestrian District should have, or be planned to have, frequent transit service and convenient access to transit stops.
- **Improvements.** Use the Pedestrian Design Guide to design streets within Pedestrian Districts. Improvements may include widened sidewalks, curb extensions, street lighting, street trees, and signing. Where two arterials cross, design treatments such as curb extensions, median pedestrian refuges, marked crosswalks, and traffic signals should be considered to minimize the crossing distance, direct pedestrians across the safest route, and provide safe gaps in the traffic stream.

B. Pedestrian-Transit Streets

Pedestrian-Transit Streets are intended to create a strong and visible relationship between pedestrians and transit within the Central City.

- **Land Use.** Pedestrian-Transit Streets respond to significant public investments in public transportation, including light rail, the transit mall, and streetcar, and enhance the pedestrian environment adjacent to high-density land uses.
- **Improvements.** Improvements should include wide sidewalks to accommodate high levels of pedestrian traffic, urban design features that promote pedestrian activity, and visual signals to motor vehicles to recognize the priority of pedestrian and transit vehicles.

C. City Walkways

City Walkways are intended to provide safe, convenient, and attractive pedestrian access to activities along major streets and to recreation and institutions; provide connections between neighborhoods; and provide access to transit.

- **Land Use.** City Walkways should serve areas with dense zoning, commercial areas, and major destinations. Where auto-oriented land uses are allowed on City Walkways, site development standards should address the needs of pedestrians for access.

- Improvements. Use the Pedestrian Design Guide to design City Walkways. Consider special design treatment for City Walkways that are also designated as Regional or Community Main Streets.

D. Off-Street Paths

Off-Street Paths are intended to serve recreational and other walking trips.

- Function. Use Off-Street Paths as short cuts to link urban destinations and origins along continuous greenbelts such as rivers, park and forest areas, and other scenic corridors, and used as elements of a regional, citywide, or community recreational trail plan.
- Location. Establish Off-Street Paths in corridors not well served by the street system. On existing rights-of-way that are not developed or likely to be developed in the near future, Off-Street Paths may be designated where needed to complete the pedestrian system.
- Improvements. Use the Pedestrian Design Guide to design Off-Street Paths. Design Off-Street Paths as separated facilities that accommodate pedestrians and may accommodate other non-motorized vehicles.

E. Local Service Walkways

Local Service Walkways are intended to serve local circulation needs for pedestrians and provide safe and convenient access to local destinations, including safe routes to schools.

- Land Use. Local Service Walkways are usually located in residential, commercial, or industrial areas on Local Service Traffic Streets.
- Classification. All streets not classified as City Walkways or Off-Street Paths, with the exception of Regional Trafficways not also classified as Major City Traffic Streets, are classified as Local Service Walkways.
- Improvements. Use the Pedestrian Design Guide to design Local Service Walkways.

Policy 6.9 Freight Classification Descriptions

Designate a system of truck streets, railroad lines, and intermodal freight facilities. That support local, national, and international distribution of goods and services.

Explanation: Eight maps show the freight classifications. One map is located with the policy associated with each of the eight transportation districts.

Objectives:

A. Freight Districts

Freight Districts are intended to provide safe and convenient truck mobility and access in industrial and employment areas serving high levels of truck traffic and to accommodate the needs of intermodal freight movement.

- Land Use. Support locating industrial and employment land uses that rely on multimodal freight movement in Freight Districts.

- **Function.** Freight District streets provide local truck access and circulation to industrial and employment land uses.
- **Connections.** In Freight Districts, streets not classified as Regional Truckways or Priority Truck Streets are classified as Freight District streets. Freight Districts connect individual properties to Priority Truck Streets.
- **Design.** Freight District streets should be designed to facilitate the movement of all truck types and over-dimensional loads, as practicable.

Explanation: Within Freight Districts, only Regional Truckways, Priority Truck Streets and Major Truck Streets are mapped. All streets within Freight Districts should be designed to accommodate truck movement. Streets with multiple designations should be designed to accommodate trucks and the other designated modes.

B. Regional Truckways

Regional Truckways are intended to facilitate interregional and movement of freight.

- **Land Use.** Support locating industrial and employment land uses with high levels of truck activity near Regional Truckway interchanges.
- **Function.** Provide for safe and efficient continuous-flow operation for trucks.
- **Connections.** Provide Regional Truckway interchanges that directly serve Freight districts and connect to Priority Truck Streets and other streets with high levels of truck activity. A ramp that connects to a Regional Truck Street is classified as a Regional Truck Street up to its intersection with a lower-classified street.
- **Design.** Design Regional Truckways to be limited access facilities and to standards that facilitate the movement of all types of trucks.

C. Priority Truck Streets

Priority Truck Streets are intended to serve as the primary route for access and circulation in Freight Districts, and between Freight Districts and Regional Truckways.

- **Land Use.** Support locating industrial and employment uses that generate high truck activity on corridors served by Priority Truck Streets.
- **Function.** Priority Truck Streets accommodate high truck volumes and provide high-quality mobility and access.
- **Connections.** Priority Truck Streets connect Freight Districts to Regional Truckways.
- **Design.** Priority Truck Streets should be designed to facilitate the movement of all truck classes and over-dimensional loads, as practicable. Buffer adjacent residential uses from noise impacts, where warranted.

D. Major Truck Streets

Major Truck Streets are intended to serve as principal routes for trucks in a Transportation District.

- **Land Use.** Commercial and employment land uses that generate high levels of truck activity should locate along Major Truck Streets.

- **Function.** Major Truck Streets provide truck mobility within a Transportation District and access to commercial and employment uses along the corridor.
- **Connections** Major Truck Streets connect Transportation district-level truck trips to Regional Truckways. Trucks with no trip ends within a Transportation District should be discouraged from using Major Truck Streets.
- **Design.** Major Truck Streets should accommodate all truck types, as practicable.

E. Truck Access Streets

Truck Access Streets are intended to serve as access and circulation routes for delivery of goods and services to neighborhood-serving commercial and employment uses.

- **Land Use.** Support locating commercial land uses that generate lower volumes of truck trips on Truck Access Streets.
- **Function.** Truck Access Streets provide access and circulation to land uses within a Transportation District. Non-local truck trips are discouraged from using Truck Access Streets.
- **Connections.** Truck Access Streets should distribute truck trips from Major Truck Streets to neighborhood-serving destinations.
- **Design.** Design Truck Access Streets to accommodate truck needs in balance with other modal needs of the street.

F. Local Service Truck Streets

Local Service Truck Streets are intended to serve local truck circulation and access.

- **Land Use.** Local Service Truck Streets provide for goods and service delivery to individual commercial, employment, and residential locations outside of Freight Districts.
- **Function.** Local Service Truck Streets should provide local truck access and circulation only.
- **Connections.** All streets, outside of Freight Districts, not classified as Regional Truckways, Priority Truck Streets, Major Truck Streets, or Truck Access Streets are classified as Local Service Truck Streets. Local Service Truck Streets with a higher Traffic classification are the preferred routes for local access and circulation.
- **Design.** Local Service Truck Streets should give preference to accessing individual properties and the specific needs of property owners and residents along the street. Use of restrictive signage and operational accommodation are appropriate for Local Service Truck Streets.

G. Railroad Main Lines

Railroad Main Lines transport freight cargo and passengers over long distances as part of a railway network.

H. Railroad Branch Lines

Railroad Branch Lines transport freight cargo over short distances on local rail lines that are not part of a rail network and distribute cargo to and from mail line railroads.

I. Freight Facilities

Freight Facilities include the major shipping and marine, air, rail, and pipeline terminals that facilitate the local, national, and international movement of freight.

Policy 6.10 Emergency Response Classification Descriptions

Emergency Response Streets are intended to provide a network of streets to facilitate prompt emergency response.

Explanation: Eight maps show the emergency response classifications. One map is located with the policy associated with each of the eight transportation districts.

Objectives:

A. Major Emergency Response Streets

Major Emergency Response Streets are intended to serve primarily the longer, most direct legs of emergency response trips.

- **Improvements.** Design treatments on Major Emergency Response Streets should enhance mobility for emergency response vehicles by employing preferential or priority treatments.
- **Traffic Slowing.** Major Emergency Response Routes are not eligible for traffic slowing devices in the future. Existing traffic slowing devices may remain and be replaced if necessary.

B. Minor Emergency Response Streets

Minor Emergency Response Streets are intended to serve primarily the shorter legs of emergency response trips.

- **Classification.** All streets not classified as Major Emergency Response Streets are classified as Minor Emergency Response Streets.
- **Improvements.** Design and operate Minor Emergency Response Streets to allow access to individual properties by emergency response vehicles, but maintain livability on the street.
- **Traffic Slowing.** Minor Emergency Response Streets are eligible for traffic slowing devices.

Explanation: The Emergency Response Street classification descriptions were developed as part of the Emergency Response Study adopted by City Council resolution in 1998.

Policy 6.11 Street Design Classification Descriptions

Street Design Classification Descriptions identify the preferred modal emphasis and design treatments for regionally significant streets and special design treatments for locally significant streets.

Explanation: Street Design is a new set of street classifications created to achieve consistency with Metro's Regional Transportation Plan. The classifications are consistent with Metro's Regional Street Design Classifications, but have different names to better reflect Portland's existing

street system. Eight maps show the street design classifications. One map is located with the policy associated with each of the eight transportation districts. The boundaries (termini) of street design classifications may change based on area plans that recommend new zoning patterns to better implement the 2040 Growth Concept. Transportation project design may also modify the street design termini based on more detailed information.

Objectives:

A. **Urban Throughways**

Urban Throughways are designed to provide high-speed travel for longer motor vehicle trips throughout the region.

- **Land Use.** Urban Throughways emphasize motor vehicle travel and connect major activity centers, industrial areas, and intermodal facilities. Adjacent land uses do not orient directly to Urban Throughways.
- **Number of Lanes.** Urban Throughways usually have four to six vehicle lanes, with additional lanes in some situations.
- **Separation.** Urban Throughways are completely divided, with no left turns. Street connections may occur at separated grades, with access controlled by ramps.
- **Design Elements.** Urban Throughway design shall consider the need for high vehicle speeds, pedestrian crossings on overpasses, parallel facilities for bicycles, and motor vehicle lane widths that accommodate freight movement and high-speed travel. Encourage the Oregon Department of Transportation to maintain a continuous landscape along Urban Throughways that reduces the visual impacts of the throughway on motorists and adjacent land uses.
- **Dual Classification.** A street with dual Urban Throughway and Urban Highway classifications should retain the operational characteristics of an Urban Highway and respond to adjacent land uses.
- **Connections.** A ramp that connects to an Urban Throughway is classified as a Urban Throughway up to its intersection with a lower-classified street.



Explanation: The Urban Throughway classification encompasses both of Metro's Throughway designs: Freeways and Highways.

B. Urban Highways

Urban Highways are designed to provide relatively high-speed travel for motor vehicle trips that traverse the region and also provide more localized access.

- Land Use. Urban Highways link major activity centers and link to Major City Traffic Streets. Adjacent land uses sometimes orient to the Urban Highway.
- Number of Lanes. Urban Highways usually consist of four travel lanes, with separate turning lanes in some locations.
- Separation. Urban Highways have limited street connections that may occur at same grade or separate grades.
- Design Elements. On-street parking is usually not included on Urban Highways, but may exist in some locations. Urban Highways include striped bikeways and sidewalks with optional buffering. Improved pedestrian crossings are located on overpasses, underpasses, or at same grade intersections.



C. Regional Main Streets

Regional Main Streets are designed to accommodate motor vehicle traffic, with features that facilitate public transportation, bicycles, and pedestrians.

- Land Use. Regional Main Streets are located within the Central City, Gateway regional center, station communities, and town centers, and along some main streets that have relatively high traffic volumes. Development consists of a mix of uses that are oriented to the street.
- Lanes. Regional Main Streets usually include four vehicle lanes, with additional lanes, such as turn lanes, or one-way couplets in some situations.
- Design Elements. Regional Main Street design shall consider the following: low to moderate vehicle speeds; the use of medians and curb extensions to enhance pedestrian crossings where wide streets make crossing difficult; combined driveways; on-street parking where possible; wide sidewalks with pedestrian amenities such as benches, awnings and special lighting; landscape strips, street trees, or other design features that create a pedestrian buffer between curb and sidewalk; improved pedestrian crossings at all intersections and mid-block crossings where intersection spacing exceeds 400 feet; striped bikeways or wide outside lane; and vehicle lane widths that consider the above improvements.



- **Design Treatment.** During improvement projects, the preservation of existing vegetation, topography, vistas and viewpoints, driver perception, street lighting, and sight distance requirements should be considered.
- **Utilities.** Consider undergrounding or reducing the visual impact of overhead utilities along Regional Main Streets.

Explanation: Regional Main Street is equivalent to Metro's Regional Boulevard classification. Within Portland, these street segments are mapped based on existing zoning and map designations, the outcome of studies, and where logical transitions to Regional Corridors can occur.

D. **Community Main Streets**

Community Main Streets are designed to accommodate motor vehicle traffic, with special features to facilitate public transportation, bicycles, and pedestrians.

- **Land Use.** Community Main Streets are located within the Central City, Gateway regional center, station communities, and town centers, and along most main streets. Development consists of a mix of uses oriented to the street.
- **Lanes.** Community Main Streets may include up to four lanes, with on-street parking. Fewer than four vehicle lanes are typically appropriate in Community Main Streets designs, particularly to allow on-street parking.
- **Design Elements.** Community Main Street design shall consider the following: low vehicle speeds; the use of medians and curb extensions to enhance pedestrian crossings where wide streets make crossing difficult; combined driveways; on-street parking where possible; wide sidewalks with pedestrian amenities such as benches, awnings, and special lighting; landscape strips, street trees, or other design features that create a pedestrian buffer between curb and sidewalk; improved pedestrian crossings at all intersections and mid-block crossings where intersection spacing exceeds 400 feet; striped bikeways or wide outside lane; and vehicle lane widths that consider the above improvements.
- **Design Treatment.** During improvement projects, the preservation of existing vegetation, topography, vistas and viewpoints, driver perception, street lighting, and sight distance requirements should be considered.
- **Utilities.** Consider undergrounding or reducing the visual impact of overhead utilities along Community Main Streets.



Explanation: Community Main Street is equivalent to Metro's Community Boulevard classification. Within Portland, these street segments are mapped

based on existing zoning and map designations, the outcome of studies, and where logical transitions can occur to Community Corridor designs.

E. **Regional Corridors**

Regional Corridors are designed to include special amenities to balance motor vehicle traffic with public transportation, bicycle travel, and pedestrian travel.

- **Land Use.** Regional Corridors are located primarily along major transit corridors and between Regional Main Street segments. Commercial and multifamily development should be oriented to the street where the Regional Corridor also has a transit designation.
- **Lanes.** Regional Corridors usually include four vehicle lanes. They occasionally have additional lanes in some situations, such as to allow turning movements.
- **Design Elements.** Regional Corridor design shall consider the following: moderate vehicle speeds; the use of medians and curb extensions to enhance pedestrian crossing where wide streets make crossing difficult or to manage motor vehicle access; combined driveways; on-street parking when feasible; buffered sidewalks with pedestrian amenities such as special lighting and special crossing amenities tied to major transit stops; landscape strips, street trees, or other design features that create a pedestrian buffer between curb and sidewalk; improved pedestrian crossings at signalized intersections; striped bikeways or wide outside lanes; and motor vehicle lane widths that consider the above improvements.



Explanation: The Regional Corridor classification is equivalent to Metro's Regional Street classification.

F. **Community Corridors**

Community Corridors are designed to include special amenities to balance motor vehicle traffic with public transportation, bicycle travel, and pedestrian travel.

- Land Use. Community Corridors are located along transit corridors and between segments of Community Main Streets. Commercial and multifamily development should be oriented to the street where the street also has a transit designation.
- Lanes. Community Corridors typically have two travel lanes, usually with on-street parking.
- Design Elements.



Community Corridor design shall consider the need for the following: moderate vehicle speeds; the use of medians and curb extensions to enhance pedestrian crossing and to manage motor vehicle access; combined driveways; on-street parking; buffered sidewalks with pedestrian amenities such as special lighting and special crossing amenities tied to major transit stops; landscape strips, street trees, or other design features that create a pedestrian buffer between curb and sidewalk; improved pedestrian crossings at intersections; striped bikeways or wide outside lanes; and usually narrower motor vehicle lane widths than Regional Corridors.

Explanation: The Community Corridor classification is equivalent to Metro's Community Street classification.

G. Urban Roads

Urban Roads are designed to carry significant motor vehicle traffic while providing for some public transportation, bicycle travel, and pedestrian travel.

- Land Use. Urban Roads typically serve industrial areas and freight intermodal sites, with a significant percentage of trips being made by trucks. Where Urban Throughways pass through residential or local commercial areas, an Urban Road designation may be appropriate.
- Number of Lanes. Urban Road design typically includes four vehicle lanes, with additional lanes in some situations.



- Urban Road design shall consider the following: moderate vehicle speeds; few driveways; sidewalks; improved pedestrian crossings at major intersections; striped bikeways; center medians that manage access and control left-turn movements; and other design treatments that improve freight mobility, including motor vehicle lane widths that consider the above improvements.

H. Greenscape Streets

Greenscape Street designs are applied to arterials where natural or informal landscapes dominate the adjacent areas and the right-of-way, such as lower-density residential areas in wooded settings.

- Dual Classifications. Where streets have a Greenscape Street design designation and another street design designation, consider the natural characteristics of the street during the design and implementation of street improvements.
- Design Treatment. During improvement projects, consider the use of vegetated stormwater treatment techniques; minimizing impervious surfaces; preservation of existing vegetation, topography, vistas and viewpoints, driver perception, street lighting, and sight distance requirements. Vegetation may be landscaped or native, depending on the existing and desired character.



Explanation: This new classification replaces the former Beautification Policy classification called Natural Design. It also includes reference to the City's green street policy efforts. Other street classifications that were on the Beautification Map are not now necessary, because their elements are incorporated into other current street design classifications. For example, streets that used to be classified as Parkways on the Beautification Map are now classified as Urban Throughways.

I. Local Streets

Local Streets are designed to complement planned land uses and reduce dependence on arterials for local circulation.

- Land Use. Local Streets are multimodal, but are not intended for trucks (other than local deliveries) in residential areas. Local Streets are important for local circulation of trucks in commercial and industrial areas.
- Design. Local Street design includes many connections with other streets, sidewalks, on-street parking, and planting of street trees and ground covers (where planting strips are included).
- Classification. All streets not classified as Urban Throughways, Regional and Community Main Streets, Regional and Community Corridors, Urban Roads, and Greenscape Streets are classified as Local Streets for street design.



J. Multimodal Intersections

Multimodal intersections are designed to meet the needs of pedestrians and promote pedestrian, bicycle, and public transportation travel, while accommodating a significant amount of motor vehicle traffic.

- Location. Multimodal Intersections are located where special attention should be given to accommodating pedestrians, bicycles, and public transportation.
- Mapping. All intersections of Main Streets with other Main Streets, with Regional Corridors, and with Community Corridors are considered Multimodal Intersections, even though they are not shown on the street design maps. Multimodal Intersection design should also be considered at intersections along main streets and corridors and where there is significant pedestrian and transit activity.
- Motor Vehicle Traffic. Manage motor vehicle traffic to limit negative impacts on other modes and on adjacent land uses.
- Pedestrian Improvements. Pedestrian improvements should include wide sidewalks, special lighting, crossings at all legs of the intersection, and special crossing features where motor vehicle volumes are high.
- Bicycle Improvements. Bicycle improvements should be designed to minimize conflicts and provide adequate bicycle crossings.

Explanation: Multimodal Intersections are called 'Possible Boulevard Intersections' on Metro's Regional Street Design Map. Since Portland is not using the term 'boulevard' in its classifications, Multimodal Intersection better describes the emphasis on safety and convenience for pedestrians and bicyclists, as well as cars and other vehicles, at these intersections. Rather than mapping these intersections, Portland is describing where they are

located and how they should be treated. In some cases, the need for special treatment of intersections is determined during the design phase of a project.

Transportation Function Policies

Policy 6.12 Regional and City Travel Patterns

Support the use of the street system consistent with its state, regional, and city classifications and its classification descriptions.

Objectives:

- A. Direct interregional traffic to use Regional Trafficways and Regional Transitways, and manage these facilities to maximize their existing capacity.
- B. Minimize the impact of interregional and long intraregional trips on Portland neighborhood and commercial areas, while supporting the travel needs of the community.
- C. Manage traffic on Neighborhood Collectors that Metro designates as Collectors of Regional Significance so they maintain their function as distributors of traffic between Major City Traffic Streets or District Collectors and Local Service Streets, rather than function primarily for regional traffic movement.
- D. Use the TSP refinement plan process to determine specific projects and actions to meet needs in identified transportation corridors.

Explanation: The appropriate functioning for Neighborhood Collectors and Local Service Streets is found in the following policy on Traffic Calming.

Policy 6.13 Traffic Calming

Manage traffic on Neighborhood Collectors and Local Service Traffic Streets, along main streets, and in centers consistent with their street classifications, classification descriptions, and desired land uses.

Objectives:

- A. Manage traffic on Neighborhood Collectors and Local Service Streets consistent with the land uses they serve and to preserve and enhance neighborhood livability.
- B. Use a combination of enforcement, engineering, and education efforts to calm vehicle traffic.
- C. Encourage non-local traffic, including trucks, to use streets of higher traffic and truck classifications through design, operations, permitting, and signing.
- D. Implement measures on Local Service Traffic Streets that do not significantly divert traffic to other streets of the same classification.

- E. Implement measures on Neighborhood Collectors that do not result in significant diversion of traffic to streets of lower classification.
- F. Reduce traffic speeds through enforcement and design in high-density 2040 Growth Concept areas, including main streets and centers, to levels that are comfortable for bicyclists and pedestrians.

Explanation: This policy was revised as part of the Emergency Response Route Study completed in 1998. This policy emphasizes neighborhood livability as a goal and reflects the range of measures the City uses to calm traffic.

Policy 6.14 Emergency Response

Provide a network of emergency response streets that facilitates prompt response to emergencies.

Objectives:

- A. Use the emergency response classification system to determine whether traffic-slowing devices can be employed.

Explanation: Emergency response streets are intended primarily to address the needs of Fire Bureau vehicles. Other emergency response vehicles can negotiate speed bumps.

- B. Use the emergency response classification system to guide the routing of emergency response vehicles.
- C. Use the emergency response classification system to help site future fire stations.

Explanation: This policy was adopted by City Council resolution as part of the Emergency Response Route Study completed in 1998.

Policy 6.15 Transportation System Management

Give preference to transportation improvements that use existing roadway capacity efficiently and improve the safety of the system.

Explanation: This policy addresses requirements of Metro's adopted 2000 Regional Transportation Plan and the desire to use transportation system management (TSM) measures first rather than add roadway capacity.

Objectives:

- A. Reduce and manage automobile travel demand and promote transportation choices before considering the addition of roadway capacity for single-occupant vehicles.
- B. Employ transportation system management measures, including coordinating and synchronizing signals and intersection redesign, to improve mobility and safety for all modes of travel.

- C. Design, build, and operate the transportation system so that it can be safely navigated by all users.

Policy 6.16 Access Management

Promote an efficient and safe street system, and provide adequate accessibility to planned land uses.

Objectives:

- A. Work with ODOT to manage the location, spacing, and type of road and street intersections on Regional Trafficways, St. Helens Road, Lombard east of Interstate 5, and McLoughlin, and develop access management plans for other City streets as needed to ensure the safe and efficient operation of these facilities.

Explanation: The State of Oregon establishes spacing standards on state highways, based on highway classification, type of area, and allowed speeds. Portland adopted an access management plan for NE Airport Way in 1991 and adopted an access management plan for a portion of NE Killingsworth Street (also known as NE Lombard, NE Portland Highway, No. 123 and US 30 BY) in 2004.

- B. Provide local access to arterials, while minimizing conflicts with through-traffic.

Explanation: The need for access to individual properties has to be balanced with the need for safe access. Reducing the number of curb cuts, either through consolidation or shared driveways, can improve the function of the street for all modes.

- C. Ensure that access management measures do not adversely impact any transportation mode, consistent with the classifications of the street where these measures are applied.

Land Use and Transportation Policies

Policy 6.17 Coordinate Land Use and Transportation

Implement the Comprehensive Plan Map and the 2040 Growth Concept through long-range transportation and land use planning and the development of efficient and effective transportation projects and programs.

Explanation: The portion of the former policy with this name required certain land use reviews to use the transportation policies as approval criteria. This will not be necessary in the future because the intent of the policies will be incorporated into the approval criteria in Title 33, Planning and Zoning, as needed.

Policy 6.18 Adequacy of Transportation Facilities

Ensure that amendments to the Comprehensive Plan (including goal exceptions and map amendments), zone changes, conditional uses, master plans, impact mitigation plans, and land use regulations that change allowed land uses are consistent with the identified

function and capacity of, and adopted performance measures for, affected transportation facilities.

Explanation: This policy reflects a requirement in the Transportation Planning Rule (OAR 660-012) to ensure that certain land use changes will not have an unacceptable impact on transportation facilities. Title 33, Planning and Zoning, contains approval criteria language that implements this policy.

Policy 6.19 Transit-Oriented Development

Reinforce the link between transit and land use by encouraging transit-oriented development and supporting increased residential and employment densities along transit streets, at existing and planned light rail transit stations, and at other major activity centers.

Objectives:

- A. Consider the existing or planned availability of high-quality transit service when adopting more intensive residential, commercial, and employment designations.
- B. Focus medium-density and high-density development, including institutions, in transit-oriented developments along transit lines.
- C. Require commercial and multifamily development to orient to and provide pedestrian and bicycle connections to transit streets and, for major developments, provide transit facilities on a site or adjacent to a transit stop.
- D. Examine the benefits of limiting drive-through facilities in existing or planned areas of high-intensity development and high levels of pedestrian, bicycle, and transit activity when planning studies are being done for these areas.

Explanation: Objective D addresses the inherent conflicts between drive-through facilities and desired levels of pedestrian and transit activity.

Policy 6.20 Connectivity

Support development of an interconnected, multimodal transportation system to serve mixed-use areas, residential neighborhoods, and other activity centers.

Objectives:

- A. Provide interconnected local and collector streets to serve new and redeveloping areas and to ensure safe, efficient, and convenient pedestrian, bicycle, and vehicle access with preference for public streets over private streets.
- B. Create short blocks through development of frequent street connections in mixed-use areas of planned high-density development.
- C. Provide convenient and safe bicycle and pedestrian connections to transit routes, schools, and parks, as well as within and between new and existing residential developments, employment areas, and other activity centers where street connections are not feasible.

Explanation: Along with Policy 11.11, this policy meets the connectivity requirements of Metro's 2000 Regional Transportation Plan.

- D. Use large-scale Green Streets as a means of connecting neighborhoods, using the right-of-way efficiently, and enhancing neighborhood livability.

Policy 6.21 Right-of-Way Opportunities

Preserve existing rights-of-way unless there is no existing or future need for them, established street patterns will not be significantly interrupted, and the functional purposes of nearby streets will be maintained.

Objectives:

- A. Evaluate opportunities and the existing and future need for a bikeway, walkway, or other transportation use or potential for use as a stormwater management facility when considering vacation of any right-of-way.
- B. As a condition of street vacation, require pedestrian and bicycle facilities if needed, with first preference for dedicated right-of-way and, secondarily, through a public walkway and bikeway easement.
- C. Acquire or control parcels of land that may be needed in the future for any transportation or transportation-related stormwater management purpose when the opportunity arises through sale, donation, or land use action.
- D. Preserve existing and abandoned rail rights-of-way and examine their potential for future rail freight, passenger service, or recreational trail uses.
- E. Consider the need for maintaining right-of-way for other infrastructure needs.

Pedestrian and Bicycle Policies

Policy 6.22 Pedestrian Transportation

Plan and complete a pedestrian network that increases the opportunities for walking to shopping and services, schools and parks, employment, and transit.

Objectives:

- A. Promote walking as the mode of choice for short trips by giving priority to the completion of the pedestrian network that serves Pedestrian Districts, schools, neighborhood shopping, and parks.
- B. Support walking to transit by giving priority to the completion of the pedestrian network that serves transit centers, stations, and stops; providing adequate crossing opportunities at transit stops; and planning and designing pedestrian improvements that allow adequate space for transit stop facilities.

- C. Improve the quality of the pedestrian environment by implementing pedestrian design guidelines to ensure that all construction in the right-of-way meets a pedestrian quality standard and by developing special design districts for Pedestrian Districts and main streets.
- D. Increase pedestrian safety and convenience by identifying and analyzing high pedestrian collision locations; making physical improvements, such as traffic calming, signal improvements, and crossing improvements in areas of high pedestrian use; and supporting changes to adopted statutes and codes that would enhance pedestrian safety.
- E. Develop a citywide network of pedestrian trails that increases pedestrian access for recreation and transportation purposes and links to schools, parks, transit, and shopping as well as to the regional trail system and adjacent cities.

Policy 6.23 Bicycle Transportation

Make the bicycle an integral part of daily life in Portland, particularly for trips of less than five miles, by implementing a bikeway network, providing end-of-trip facilities, improving bicycle/transit integration, encouraging bicycle use, and making bicycling safer.

Objectives:

- A. Complete a network of bikeways that serves bicyclists' needs, especially for travel to employment centers, commercial districts, transit stations, institutions, and recreational destinations.
- B. Provide continuous bicycle facilities and eliminate gaps in the bike lane system.
- C. Install bicycle signage along bikeways where needed to define the route and/or direct bicyclists to a destination or other bikeway.
- D. Increase bicyclist safety and convenience by making improvements, removing physical hazards such as dangerous storm grates, and supporting changes to adopted statutes and codes that would enhance the safety of bicyclists.
- E. Provide short-term and/or long-term bicycle parking in commercial districts, along main streets, in employment centers and multifamily developments, at schools and colleges, in industrial developments, at special events, in recreational areas, at transit facilities such as light rail stations and park-and-ride lots, and at intermodal passenger stations.
- F. Encourage the provision of showers and changing facilities for commuting cyclists, including development of such facilities in commercial buildings and at 'Bike Central' locations.
- G. Increase the number of bicycle-transit trips.
- H. Promote bicycling as safe and convenient transportation to and from school.

Public Transportation Policy

Policy 6.24 Public Transportation

Develop a public transportation system that conveniently serves City residents and workers 24 hours a day, seven days a week and can become the preferred form of travel to major destinations, including the Central City, regional and town centers, main streets, and station communities.

Objectives:

- A. Support light rail transit and bus connections as the foundation of the regional transit system, with completion of the system to connect all regional centers, downtown Vancouver, major attractions, and intermodal passenger facilities as a high priority for the region.
- B. Base decisions about light rail transitway alignments and their connections to other regional facilities on individual corridor studies.
- C. Expand primary and secondary bus service to meet the growing demand for work and non-work trips, operate as the principal transit service for access and mobility needs, help reduce congestion, and support the economic activities of the City.
- D. Implement transit-preferential measures on Major Transit Priority Streets to achieve travel times competitive with the automobile and to improve service reliability.
- E. Consider the use of alternative forms of transit, including vanpools and dial-a-ride in low-density areas and other forms of transit such as water taxis.
- F. Support a public transit system and regional transportation strategies that address the special needs of the transportation disadvantaged and provide increased mobility options and access.
- G. Locate major park-and-ride lots only where transit ridership is increased significantly, vehicle miles traveled are reduced, transit-supportive development is not hampered, bus service is not available or is inadequate, and the surrounding area is not negatively impacted.
- H. Develop streetcar lines in Portland to connect new or redeveloping neighborhoods to employment opportunities and other destinations, including shopping, education, and recreation.

Parking and Demand Management Policies

Policy 6.25 Parking Management

Manage the parking supply to achieve transportation policy objectives for neighborhood and business district vitality, auto trip reduction, and improved air quality.

Objectives:

- A. Implement measures to achieve Portland's share of the mandated 10 percent reduction in parking spaces per capita within the metropolitan area over the next 20 years.
- B. Consider transportation capacity and parking demand for all motor vehicles in the regulation of the parking supply.
- C. Develop parking management programs and strategies that improve air quality, reduce congestion, promote alternatives to the drive-alone commute, and educate and involve businesses and neighborhoods.

Policy 6.26 On-Street Parking Management

Manage the supply, operations, and demand for parking and loading in the public right-of-way to encourage economic vitality, safety for all modes, and livability of residential neighborhoods.

Objectives:

- A. Support land uses in existing and emerging regional centers, town centers, and main streets with an adequate supply of on-street parking.
- B. Maintain existing on-street parking in older neighborhoods and commercial areas where off-street parking is inadequate, except where parking removal is necessary to accommodate alternatives to the automobile.
- C. Support carpooling in commercial districts by providing convenient, affordable, and adequate on-street spaces.
- D. Develop and maintain on-street parking meter districts to provide for customer turnover, reduce on-street parking use by commuters, efficiently allocate parking among diverse users, encourage the use of alternatives to the automobile, and provide a funding source for transportation projects within the districts.

Policy 6.27 Off-Street Parking

Regulate off-street parking to promote good urban form and the vitality of commercial and employment areas.

Explanation: This policy focuses on the characteristics of areas where off-street parking is essential to economic vitality and to other areas where parking is de-emphasized in order to achieve good non-SOV (single-occupant vehicle) mode splits and compact development.

Objectives:

- A. Consider eliminating requirements for off-street parking in areas of the City where there is existing or planned high-quality transit service and good pedestrian and bicycle access.

- B. Encourage the redevelopment of surface parking lots into transit-supportive uses or development or to include facilities for alternatives to the automobile.

Explanation: Surface parking lots discourage compact development because they are space extensive. Existing parking lots can transition over time to provide less automobile parking and encourage better development and the use of alternatives. Examples include: making parking lots more efficient by including carpool and motorcycle parking, redeveloping parking as transit facilities such as bus waiting areas, removing parking for more development, or placing parking in structures rather than surface lots.

- C. Limit the development of new parking spaces to achieve land use, transportation, and environmental objectives.

Explanation: This objective was implemented in 2000 when parking maximums for non-residential uses throughout the City were adopted into Title 33.

Policy 6.28 Travel Management

Reduce congestion, improve air quality, and mitigate the impact of development-generated traffic by supporting transportation choices through demand management programs and measures and through education and public information strategies.

Explanation: This policy and its objectives address a range of measures that reduce the demand for parking, congestion, impervious surface areas, and vehicle miles traveled.

Objectives:

- A. Develop neighborhood-based programs to promote and support multimodal strategies and trip reduction strategies and programs.
- B. Meet the access and mobility needs of businesses and employees in key employment and regional centers with customized alternative transportation programs that result in reduced congestion and improved air quality.
- C. Support and encourage the growth of car sharing among City residents and businesses through actions that expand the supply of car sharing vehicles at convenient locations and actions that increase the demand for car sharing services.
- D. Require institutions to regulate parking facilities, first to provide short-term parking for visitors and, second, to minimize the amount of employee parking through demand management measures such as carpooling, ridesharing, flexible work hours, telecommuting, parking management, and employer-subsidized transit passes.
- E. Require institutions to mitigate excessive parking impacts on residential areas.
- F. Require institutions and other large employers to participate in programs to reduce single-occupant automobile trips.

Explanation: Transportation demand management measures are key to ensuring the compatibility of institutions with the neighborhoods in which they are located. The policy and objectives are implemented, in part, through conditional use and impact mitigation plan approval criteria language in Title 33: Planning and Zoning.

Freight, Terminals, and Truck Policies

Policy 6.29 Multimodal Freight System

Develop and maintain a multimodal freight transportation system for the safe, reliable and efficient movement of freight within and through the City.

Objectives:

- A. Support a well-integrated freight system that includes truck, rail, marine, air, and pipeline modes as vital to a healthy economy.
- B. Coordinate with private and public stakeholders to identify improvement and funding strategies for multimodal freight mobility needs.
- C. Participate with interjurisdictional partners in the development of corridor plans, master plans, and regional facility plans that impact freight mobility.
- D. Address freight access and mobility needs when conducting multimodal transportation studies or designing transportation facilities.
- E. Work with community stakeholders to minimize adverse impacts of freight activity on the environmental and residential and mixed-use neighborhoods.

Explanation: The movement of freight, goods, and services is addressed by other objectives under Policy 5.4, Transportation System, of the Economic Development goal of the Comprehensive Plan.

Policy 6.30 Truck Mobility

Develop, manage, and maintain a safe, efficient, and reliable freight street network to serve Freight Districts, commercial areas, and neighborhoods.

Explanation: This policy recognizes the City's role in managing truck movement on its street system.

Objectives:

- A. Prioritize transportation investments in the freight street network that improve connections between Freight Districts and Regional Truckways.
- B. Accommodate truck travel on designated truck streets through improvements to facility design and operations that address the dimensional needs of trucks.

- C. Encourage through-truck traffic to use Regional Truckways, Priority Truck Streets, and Major Truck Streets for mobility and Truck Access Streets and Local Service Truck Streets to access local destinations.
- D. Develop and implement street connectivity plans for Freight Districts to improve truck circulation and access to industrial land uses.
- E. Develop and implement a signage plan for designated truck routes and major freight destinations.
- F. Designate and maintain preferred routes to accommodate over-dimensional freight movement.
- G. Employ intelligent transportation system measures to reduce delays and improve travel time on Regional Truckways, Priority Truck Streets and Major Truck Streets.

Policy 6.31 Truck Accessibility

Improve truck access to and from intermodal freight facilities, industrial and commercial districts, and the regional freight system.

Objectives:

- A. Evaluate and improve locations where inadequate roadway design creates barriers for truck access in Freight Districts and on designated truck streets.
- B. Upgrade bridges to remove load limits and vertical clearance restrictions on designated truck streets.
- C. Use public-private collaboration to identify and implement measures to minimize delays and improve safety at at-grade rail freight crossings.
- D. Provide adequate off-street loading areas for larger employment, commercial and multi-family developments.
- E. Manage supply, operations, and demand of on-street truck loading spaces to ensure efficient, reliable and safe loading and unloading activities.
- F. Implement design guidelines for truck streets that meet the dimensional needs of trucks, particularly for Freight Districts, while balancing the needs of other transportation modes in the right-of-way.

Regional Transportation Policies

Policy 6.32 Regional Trafficways

Accommodate future increases in regional through-traffic in Portland on existing Regional Trafficways.

Objectives:

- A. Regard the City's Regional Trafficway system within Portland to be substantially complete, except for safety or other improvements to existing facilities that increase their efficiency.
- B. Oppose extension of a new circumferential freeway north of US 26 into the City and through Forest Park.

Policy 6.33 Multimodal Passenger Service

Participate in coordinated planning, development, and interconnection of Portland, regional, and intercity transportation services for passenger travel.

Objectives:

- A. Support continuation of Union Station as the multimodal transportation hub, serving as the primary passenger rail and intercity bus terminal in the Portland metropolitan area and providing direct connections among passenger rail, light rail, streetcar, intracity buses, taxis, and airport shuttle buses.
- B. Support continuation of Portland International Airport as the multimodal passenger air facility hub by encouraging direct connections for all modes, including light rail transit, buses, taxis, and airport shuttles.
- C. Support development of passenger transfer facilities in existing and emerging regional centers.
- D. Support commuter rail service where it will reinforce the 2040 Growth Concept and is an efficient alternative to the automobile.
- E. Support expansion of Northwest Corridor passenger rail service between Eugene, Portland, Seattle, and Vancouver, B. C. by incremental improvements in speed, frequency, and station facilities, in cooperation with the States of Oregon and Washington and the Province of British Columbia.

Policy 6.34 Congestion Pricing

Advocate for a regional, market-based system to price or charge for auto trips during peak hours.

Objectives:

- A. Support pricing strategies that are based on the environmental and social costs of motor vehicles.

- B. In cooperation with Metro and other jurisdictions, choose corridors to implement market-based pricing where high-quality transportation alternatives to driving exist.
- C. Support experiments in equitable and efficient pricing of new motor vehicle transportation facilities.