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INTRODUCTION

1

Portland is a vibrant and healthy city. As Portland and the region grow, however, there is a continuing challenge to maintain the natural environment, economic prosperity, and overall quality of life.

Transportation planning is essential to preserving the City's 'user-friendly' character. Constructing significant amounts of new automobile capacity to accommodate growth is not the answer because of the enormous costs and impacts. Adding more streets and parking lots divides neighborhoods, uses valuable land, encourages urban sprawl, and has negative environmental impacts. Alternative approaches must be used to ensure integrated, comprehensive solutions. 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 a comprehensive 20-year plan for transportation improvements in Portland. Its goal is to provide transportation choices for residents, employees, visitors, and firms doing business in Portland.



The TSP is a comprehensive 20-year plan for transportation improvements in Portland. Its goal is to provide transportation choices for residents, employees, visitors, and firms doing business in Portland.

The TSP helps implement the region's 2040 Growth Concept by supporting a transportation system that makes it more convenient for people to walk, bicycle, use transit, and drive less to meet their daily needs. The TSP also recognizes that the transportation system must sustain the City's economic health by accommodating the needs of businesses and supporting Portland's role in the international economy. The TSP meets State and regional planning requirements and addresses local transportation needs for cost-effective road, transit, freight, bicycle, and pedestrian improvements.

TSP THEMES

As the TSP was developed, several themes emerged that reflect the community's transportation values. These themes provide a cohesive framework that informs each element of the TSP.

2040 Growth Concept

The TSP supports the region's 2040 Growth Concept, which calls for maintaining thriving communities and a healthy economy while containing urban sprawl. The 2040 Growth Concept identifies the preferred form of long-term regional growth and development, including where growth should be clustered, appropriate densities for various land uses, and the protection of open space.

Stewardship

Portland's transportation system has been built over the last 150 years. Managing these transportation assets in a fiscally responsible way ensures that transportation dollars are available for a wide range of transportation solutions. These solutions include non-capital strategies (such as reducing travel demand), efficient use of resources, and cost-effective partnerships with other agencies.

Transportation Choices

People will not use alternatives to driving unless they have viable choices. In areas with mixed uses and good transit, people take almost 30 percent fewer auto trips than in the rest of the region (see Table 1.1). Transportation choices are important for achieving regional 'mode split' goals (the percentage of trips taken by each of the possible modes of travel: auto, transit, bicycle, and walking). They are even more important for people who cannot or choose not to drive.

Table 1.1
Metro Region Travel Behavior (1994)

Land Use Type	Mode Share (percent)					Vehicle Miles per Capita	Auto Ownership per Household
	Auto	Walk	Transit	Bike	Other		
Good Transit and Mixed Use	58.1	27.0	11.5	1.9	1.5	9.80	0.93
Good Transit Only	74.4	15.2	7.9	1.4	1.1	13.28	1.50
Remainder of Multnomah County	81.5	9.7	3.5	1.6	3.7	17.34	1.74
Remainder of Region	87.3	6.1	1.2	0.8	4.6	21.79	1.93

Source: Metro 1994 Travel Behavior Survey

Environmental Sustainability

Transportation activities have impacts on air and water quality, noise levels, land use, energy consumption, and levels of greenhouse gases that contribute to global climate change.

Portland's Office of Transportation (PDOT) is actively identifying and implementing activities that are environmentally responsible. For example, air quality is very dependent on traffic congestion. Portland restricts the amount of parking available in the Central City to help manage congestion and reduce air pollution. The TSP focuses on reducing automobile travel and providing alternative modes that will help sustain air quality and other environmental resources.

Transportation projects and activities should also respect the built environment, including cultural and historic resources. Environmental sustainability includes preserving and enhancing scenic views, designing projects to be compatible with historic districts, and calming traffic in neighborhoods.

Comprehensive Approach

Transportation projects are not single, unrelated activities that address isolated problems. Rather, they must be considered within a citywide and regional context. It is most efficient to coordinate and combine geographically related projects when possible. A comprehensive approach is also needed to ensure a unified system, where the various components recognize and contribute to each other.

The TSP includes performance measures and benchmarks that will be used to monitor and evaluate the impacts of implementing the projects, activities, and strategies identified in the TSP. As implementation proceeds, funding priorities may need to change to better meet these performance measures and benchmarks. The TSP is a ‘living’ document that will be updated at frequent intervals to respond to changing financial climates, partnership opportunities, and new initiatives.

REGULATORY FRAMEWORK

The TSP addresses and complies with a number of State and regional goals, policies, and regulations, as summarized below. (Chapter 7: Framework and Process, contains a more detailed discussion.)

State of Oregon

Statewide Planning Goals

Oregon has 19 goals that provide a foundation for the State’s land use planning program. The TSP must comply with all applicable State goals. The two goals directly applicable to the TSP are Goal 11: Public Facilities Plan and Goal 12: Transportation.

Transportation Planning Rule

The Transportation Planning Rule (TPR) implements statewide planning Goal 12: Transportation. The TPR requires State, regional, and local jurisdictions to develop Transportation System Plans (TSPs) that comply with TPR provisions. These provisions include reducing vehicle miles traveled (VMT) per capita by 10 percent over the next 20 years, reducing parking spaces per capita, and improving opportunities for alternatives to the automobile.

Oregon Transportation Plan

The Oregon Transportation Plan (OTP) serves as the State’s TSP. Regional and local TSPs must be consistent with the OTP.

Regional (Metro)

Regional Urban Growth Goals and Objectives

Metro adopted the Regional Urban Growth Goals and Objectives (RUGGOs) in 1991 (amended in 1995) to provide general direction for the region. They include two principal goals:

- Goal I addresses the regional planning process.
- Goal II addresses urban form, and includes the Region 2040 Growth Concept and Concept Map.

Region 2040 Growth Concept

Metro adopted the 2040 Growth Concept as part of the RUGGOs in 1995. The 2040 Growth Concept states the preferred form of long-term regional growth and development, including the urban growth boundary (UGB), density, and open space protection. It also designates design types, such as central city, regional center, town center, and main street.

Regional Framework Plan

The Regional Framework Plan (adopted in 1997) contains policies that implement the 2040 Growth Concept. While it is not binding on local jurisdictions, it provides a policy basis for local functional plans that do have binding requirements. Chapter 2 of the Regional Framework Plan contains transportation policies.

Urban Growth Management Functional Plan

Metro adopted the Urban Growth Management Functional Plan (UGMFP) in 1996 to provide for early implementation of the 2040 Growth Concept. It serves as a regional functional plan that implements the policies of the Regional Framework Plan. The UGMFP addresses the accommodation of regional population and job growth, as well as regional parking management. Its requirements are binding on cities and counties.

Regional Transportation Plan

Adopted by Metro on August 10, 2000, the Regional Transportation Plan (RTP) serves as the regional TSP. As such, the RTP:

- Is consistent with the requirements of the State TPR and OTP
- Implements the 2040 Growth Concept and Regional Framework Plan
- Serves as the 20-year functional plan for transportation in the region
- Focuses on streets of regional significance
- Includes multimodal classifications and street design classifications
- Includes a list of major system improvements

City of Portland

Comprehensive Plan

Portland's Comprehensive Plan guides the development and redevelopment of the City. It contains goals, policies, objectives, and a plan map. State law requires major development decisions to be consistent with the Comprehensive Plan. For this reason, the City periodically reviews the goals and policies and modifies them as necessary to respond to changing conditions and policy direction.

Transportation Element of the Comprehensive Plan

The Transportation Element (TE) of the Comprehensive Plan is a subset of policies of the City's Comprehensive Plan that provides the framework for developing and implementing transportation plans and projects in the City. It includes three goals and their associated policies and objectives:

- Comprehensive Plan Goal 6, Transportation
- Comprehensive Plan Goal 11B, Public Rights-of-Way
- Central City Transportation Management Plan Goal

The TE serves as the policy basis for the TSP and provides the framework for the remainder of the TSP.

Transportation System Plan

Portland's TSP is the City's 20-year plan for transportation improvements. It incorporates the City's public facility plan for transportation. In addition to meeting the requirements discussed above, the TSP helps Portland comply with federal requirements, including the Transportation Equity Act, Clean Air Act, Clean Water Act, and Americans with Disabilities Act. The TE is part of the City's TSP.

TSP DEVELOPMENT AND REVIEW

Phases I and II

The TSP was developed in two phases:

- Phase I began in January 1995. Its purpose was to update the transportation policies and street classifications contained in the TE and to incorporate the newly adopted Pedestrian and Bicycle Master Plans. City Council adopted Phase I on May 22, 1996.
- Phase II began immediately after Phase I was adopted, and focused on completing the remaining elements of the TSP.

Public Involvement Process

In compliance with State law, Metro, and City regulations, development of the TSP included an ongoing public involvement process with key stakeholders and community members.

In 1994, before phase I began, a community Transportation System Plan Forum introduced the plan concept to citizens and solicited interested in participating on a citizen advisory committee (CAC). The CAC representing a cross-section of citizens, business representatives, and stakeholders, convened in 1995 and has participated throughout the TSP process.

Phase I included significant public outreach and input, including two citywide workshops. Phase II activities included brochures, newsletters, eight district workshops in 1998, seven district coalition focus groups in 1999 and 2000, nine district coalition briefings in 2001, three open houses in 2001, and numerous other meetings with interest groups, neighborhoods, and district coalitions.

Chapter 8: Public Involvement, provides additional information about this process.

Coordination

PDOT has coordinated the development of the TSP with affected agencies, governments, and service providers. Key participants include Metro; the Oregon Department of Transportation (ODOT); Tri-Met; the Port of Portland; Multnomah, Washington, and Clackamas counties; and neighboring jurisdictions. Metro has reviewed the TSP for consistency with the RTP, and ODOT has reviewed it for consistency with the OTP. The Portland Planning Commission and City Council held public hearings about the plan. Metro and ODOT have also provided comments to City Council and the State Department of Land Conservation and Development (DLCD).

The TSP will be in effect after it is adopted by City Council and acknowledged by the State Land Conservation and Development Commission (LCDC).

PDOT will update the TSP at least every five years. Part of the update process will include assessing progress reports on the TSP benchmarks and incorporating recommendations from refinement plans and area studies.

TSP ELEMENTS

The TSP comprises three volumes:

- Volume I (Chapters 1 through 6) contains elements of the TSP that must be incorporated into the City's Comprehensive Plan or adopted as regulations. Chapter 2: Transportation Element, is part of Comprehensive Plan policies. Chapter 3: Transportation System Improvements, contains the 20-year list of projects that represent the Public Facility Plan for Transportation. As required by the TPR, Chapter 4: Refinement Plans and Studies and Chapter 5: Modal Plans and Management Plans must be adopted as part of the Comprehensive Plan as supporting documents. Chapter 6: Implementation Strategies and Regulations, contains new regulations adopted into City codes that will implement the policies. Other parts of Chapter 6 are not required to be adopted, but are included to show how other aspects of the TSP are implemented over time.
- Volume II (Chapters 7 through 16) contains background information and analysis. These elements are adopted as support documents to the City's Comprehensive Plan.

- Volume III (Appendices A through F) contains supplementary information and reference materials.

In addition, the TSP Inventory is a separate document. The inventory is also required by the TPR and is adopted as a support document.

The contents of each of the 16 chapters are summarized below.

Volume I – Policies and System Improvements

Chapter 1: Introduction

The Introduction provides an overview of the TSP's purpose, themes, regulatory framework, development process, and elements.

Chapter 2: Transportation Element of the Comprehensive Plan

The TE is the policy portion of the TSP. It comprises three goals and their associated policies and objectives:

- Goal 6 Transportation. This includes street classifications and maps and district policies for most of the City.
- Goal 11B Public Rights-of-Way. This is the City's public facility goal and policies for transportation.
- Central City Transportation Management Plan (CCTMP) Goal. The TE updates the street classification maps for the Central City, but does not change the CCTMP policies adopted in 1995.

Chapter 3: Transportation System Improvements

The TPR requires TSPs to include a list of planned transportation facilities and major improvements. The definition of 'major' includes consideration of a jurisdiction's size and situation. Chapter 3 describes Portland's 20-year list of major transportation system improvements, including general location and timing, responsible agency, and approximate cost. It also describes how the projects were evaluated, summarizes financing mechanisms, and explains how projects will be selected.

Chapter 4: Refinement Plans and Studies

The TPR allows jurisdictions to defer response to specific transportation needs if there was insufficient time or information to respond during the TSP process. Chapter 4 identifies refinement plans that will be undertaken at a later date and become amendments to the TSP. It also identifies studies that may not necessarily address a defined need, but will respond to issues identified by the community or other entities. Some of the plans and studies are taken from the RTP, while others were identified through the TSP process. Plans and studies of both local and regional significance are included.

Chapter 5: Modal Plans and Management Plans

Chapter 5 includes plans for the various modes of travel: motor vehicle, public transportation, pedestrian, bicycle, freight, and miscellaneous means of transport including air, rail, water, and pipeline. It also includes a plan that addresses transportation demand management (TDM) and parking, and a plan for transportation system management (TSM). The TPR requires these modal plans to address the multiple facilities, services, and improvements that make up the transportation system.

Chapter 6: Implementation Strategies and Regulations

Chapter 6 contains the regulations that implement the TSP. It includes City Code amendments, including Title 16: Vehicles and Traffic; Title 17: Public Improvements; and Title 33: Planning and Zoning. It also identifies street standards, guidelines for project development, and best management practices.

Volume II – Background and Analysis***Chapter 7: Framework and Process***

Chapter 7 provides background information about the TSP requirements and process. It summarizes Phase I of the TSP, outlines the policy and regulatory framework, and discusses the review process.

Chapter 8: Public Involvement

Chapter 8 provides details about the public involvement process associated with the development of the TSP.

Chapter 9: Inventory Summary

The TPR requires an inventory of roads, public transportation, bicycle, and pedestrian facilities by function, type, capacity, and condition. Portland completed its inventory in 1996, far exceeding the baseline requirements of the TPR. In addition to the required elements, Portland's TSP inventory includes air, freight, mainline, and pipeline facilities and maps of environmental constraints. Chapter 9 summarizes this inventory. The full inventory is in a separate document, the Transportation System Plan Inventory.

Chapter 10: Needs Assessment

The TPR requires the TSP to identify transportation needs for its planning area. The needs assessment must include State, regional, and local transportation needs; the needs of the 'transportation disadvantaged'; and the needs for the movement of goods and services to support industrial and commercial development.

Chapter 10 summarizes Portland's needs assessment. The assessment relies on ODOT's analysis of State transportation needs and Metro's analysis of regional needs, supplemented by local transportation needs. Portland used a variety of sources to derive its list of City needs, including significant community input.

Chapter 11: Master Street Plans

Chapter 11 responds to the TPR requirement for a “system of arterials and collectors and standards for the layout of local streets and other important non-collector street connections.” Portland’s arterial system is essentially complete. (Portland classifies all non-local streets as arterials.) The master street plans in Chapter 11 identify new, primarily local, streets in areas that currently lack a complete grid.

The RTP includes spacing standards for new streets and pedestrian/bicycle connections. These spacing standards are addressed in Chapter 2 connectivity policies and Chapter 6 regulations.

Chapter 12: Area Studies

Portland uses area studies to review and update the Comprehensive Plan for land use and to propose transportation projects and activities to support the adopted land use patterns. Numerous plans and studies have been completed since the Comprehensive Plan was adopted in 1980. In the last several years, community plans, neighborhood plans, and transportation studies have been completed to implement and refine the 2040 Growth Concept, particularly in centers and for main streets. These include transportation and land use plans for Hollywood and Sandy Boulevard, Lents, and Gateway, and a transportation plan for the Columbia Corridor. Chapter 12 provides information about these studies.

Chapter 13: Transportation and Land Use Alternatives

The TPR requires TSPs to be based on an evaluation of system alternatives. The alternatives must include improvements to existing facilities, new facilities, transportation system management measures, transportation demand management measures, and a “no-build” system. Local governments in the Metro region must also include land use alternatives that meet local and regional transportation needs. Portland relied for the most part on Metro’s land use and transportation alternatives, supplementing them with area plans and studies where needed. Chapter 13 summarizes this approach.

Chapter 14: Financial Plan

The TPR requires TSPs to have a financing program. The finance element must include a list of planned transportation facilities and major improvements for a 20-year horizon, including a general estimate of timing and cost, policies to guide project selection, and an estimate of the fiscal requirements. Chapter 3: Transportation System Improvements, and Chapter 14 together meet these requirements. One of the major precepts of the financing program is to phase major transportation improvements to encourage infill and redevelopment of urban lands before urbanization of rural lands. The financial plan presents a number of financial scenarios and recognizes partnerships to fund transportation projects. Chapter 14 provides details of the financial plan for the TSP.

Chapter 15: System Performance

The TPR requires TSPs to include interim benchmarks and provide for five-year updates to ensure satisfactory progress towards reducing reliance on the automobile. The TPR also requires metropolitan planning organization (MPO) areas with over one million people to demonstrate a 10 percent reduction in VMT per capita within 20 years of TSP adoption. In addition, the RTP stipulates that jurisdictions must demonstrate compliance with non-single-occupant vehicle mode-split targets established for trips to and within 2040 design types. Chapter 15 discusses indicators, performance measures, and benchmarks that address these requirements and provide a comprehensive evaluation of the transportation system.

Chapter 16: Findings

The TSP must include legal findings to support its compliance with the State, regional, and local requirements for the TSP and amendments to the Comprehensive Plan and City regulations. The findings will be included after Planning Commission review of the TSP is completed.

Volume III – Appendices

The Appendices include supporting technical memos, cited materials, and a list of references.

Supporting Document

The inventory of transportation facilities is in a separate supporting document titled Transportation System Plan Inventory. Chapter 9: Inventory Summary summarizes the contents of this document. The inventory was prepared in 1996, consistent with TPR requirements.

Transportation System Plan Updates

In order to keep the TSP current and up-to-date with recent transportation planning and development activities, it is updated at frequent intervals. The first two updates are not intended to include new policy initiatives. They are primarily technical in nature and include corrections, updates to project descriptions, updates on studies, and inclusion of new master street plans adopted as a part of planning efforts.

The first update was completed and adopted by City Council on October 13, 2004 (effective date, November 12, 2004; Ordinance Nos. 178815 and 1788826).

The second update was completed and adopted by City Council on April 5, 2007 (effective date, May 5, 2007; Ordinance No. _____). While primarily technical in nature, this update also includes new policy language to implement the City's Green Street Policy.