



**METRO**

# Memorandum

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

Date: October 2, 1991

To: JPACT

From: Andrew C. Cotugno, Transportation Director

Re: Air Quality Conformity Analysis

As discussed at the September JPACT meeting, new requirements are being followed to evaluate the conformity of the Metro Regional Transportation Plan and Transportation Improvement Program with the Clean Air Act. Specifically, after November 15, no grant for highway or transit funds can be approved by FHWA or UMTA unless the projects are drawn from a conforming RTP and TIP. In the interim, conformance is established by demonstrating that the TIP and RTP will produce a lower level of pollution than in 1990 and that a "Build" RTP and TIP condition will produce lower emissions than a "No-Build" condition.

As shown in the attached graphs, we have met the requirements and found that the TIP and RTP do conform. However, this information also gives us a preview of the analysis to be conducted next year to meet and maintain the standard. Nearly all of the pollutants evaluated show a growth in emissions by the end of the RTP period that we must address in order to maintain the standard.

ACC:lmk

Attachments

EXHIBIT A

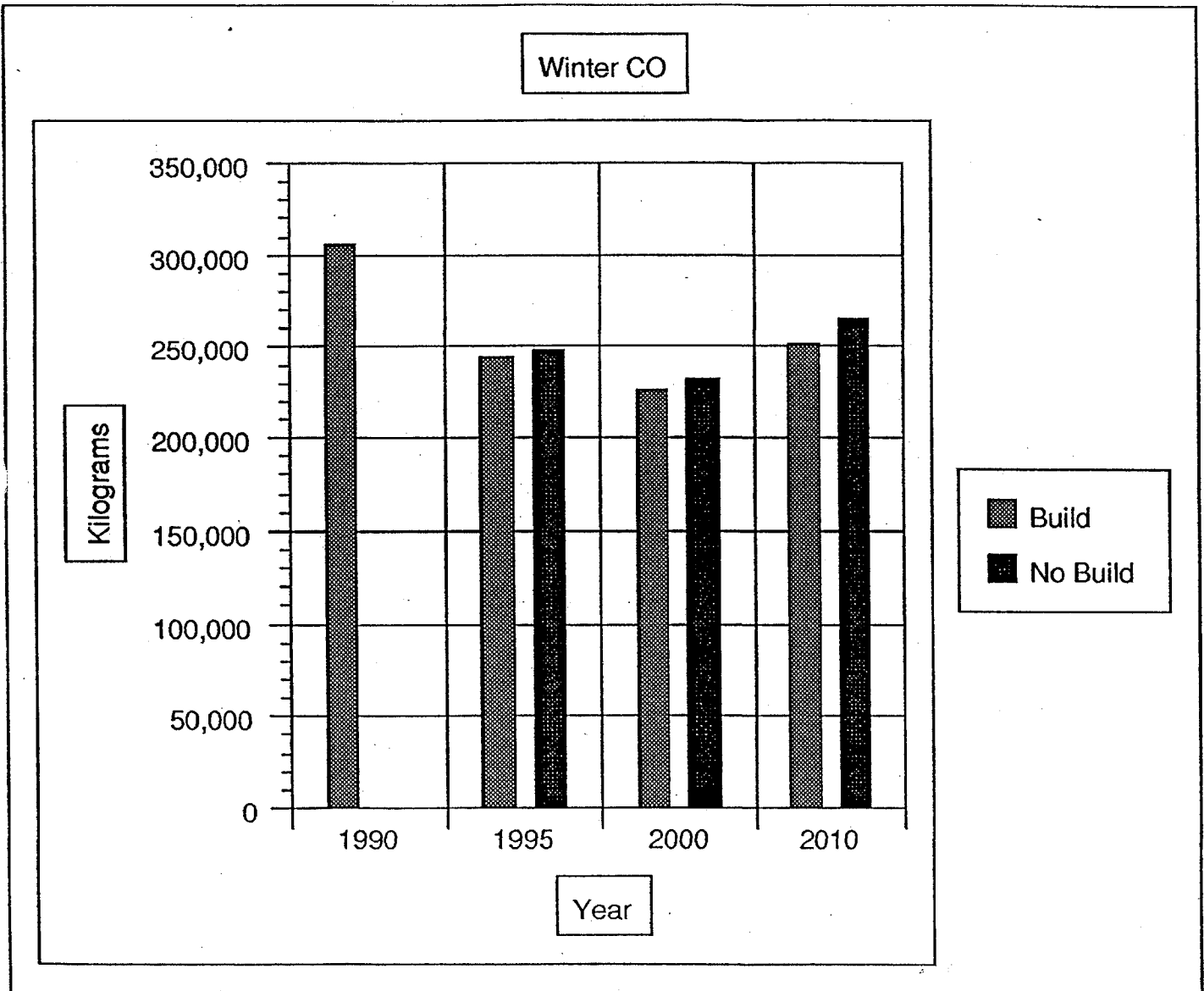
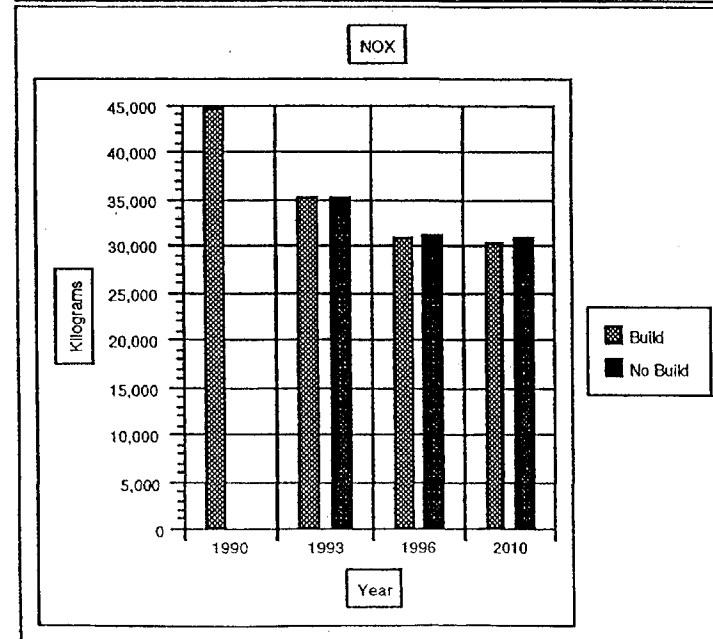
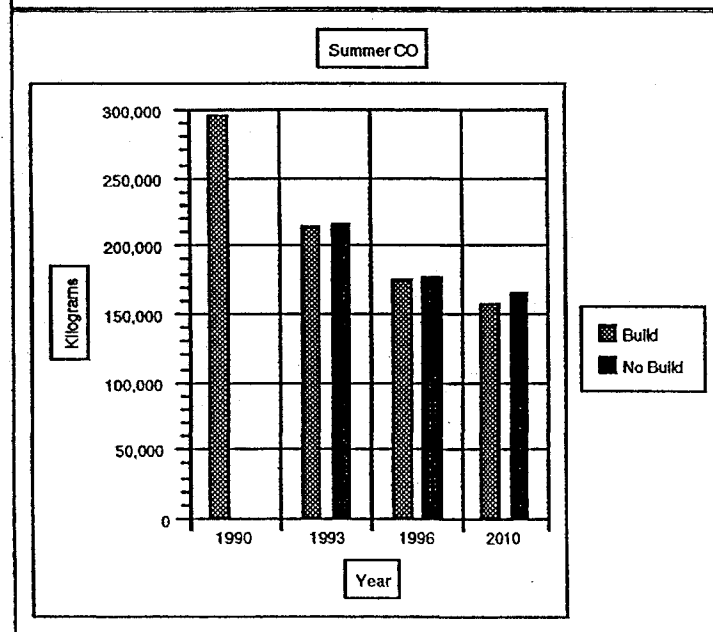
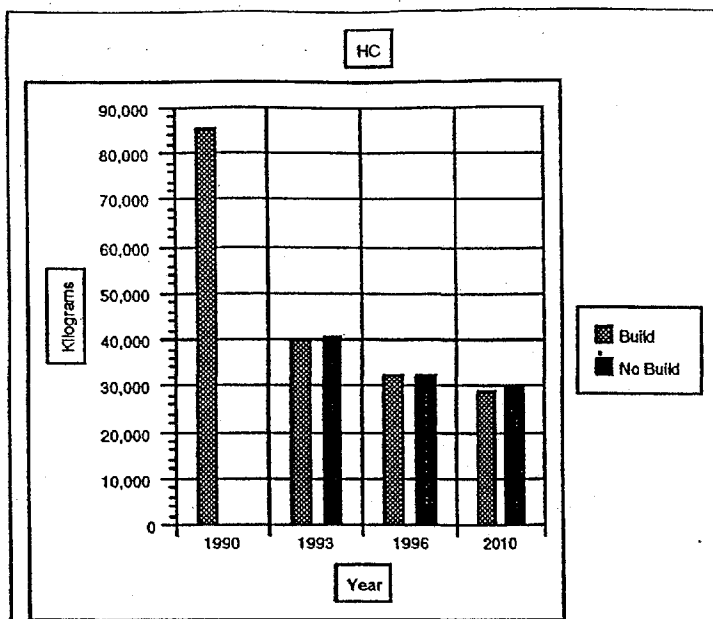


EXHIBIT B

OZONE





# METRO

2000 SW First Avenue  
Portland, OR 97201-5398  
(503) 221-1646  
Fax 241-7417

September 11, 1991

Mr. Dave Bishop  
Transportation Plan Manager  
ODOT Strategic Planning Section  
Room 405, Transportation Building  
Salem, OR 97310

Dear Dave:

This letter is intended to supplement the Metro letter of September 5 on the Draft Oregon Transportation Plan Policy Element based upon your presentation to TPAC. Of the issues that you indicated will be important policy discussions for the Oregon Transportation Commission work session on September 17, we have concerns on the following:

1. The policy frame work should establish intra-regional urban mobility as a state interest comparable to intercity/interstate/international travel and rural access. In the current document, the urban mobility interest is handled as a "policy" and "action" rather than being given equal treatment with the other interests as a "goal."
2. You raised the question of whether the OTP-Policy Element should be mode neutral, allowing the market to respond. Alternatively, should a mode priority be identified with available financing and regulatory techniques targeted in that direction to implement the mode preference?

We suggest that this question has already been answered. The LCDC Transportation Rule has established a mode preference for alternatives to the single occupant automobile and the OTP must be consistent with the Transportation Rule.

3. You indicated that there will be further discussion on the relationship between the state, regional and local plans. We strongly support the approach currently outlined in the OTP Policy Element which would have the OTP define the minimum expectations within urban areas and adopt the regional plans (for the MPO areas) as the urban element of the state plans, if the minimum state expectations are met. In this manner, the regional plans would be expected to integrate the system within the urban area identified by ODOT for intercity, interstate and international travel with the system developed by the region to meet the state's intra-regional urban mobility objectives. This approach will ensure that both the state's and the region's interests are met through an integrated urban plan.

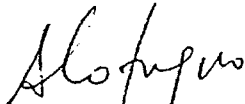
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The alternative approach of having ODOT develop the plan and require conformity by the regional plan would produce a process whereby ODOT defines the system needed to serve intra-urban travel. Because of the multiplicity of jurisdictions within an urban area (ODOT, cities, counties, transit district), planning for intra-regional urban mobility requires a regional collaborative approach rather than a state prescriptive approach.

Please forward these concerns to the Oregon Transportation Commission on behalf of TPAC.

Sincerely,



Andrew C. Cotugno  
Transportation Director

ACC/bc

cc: TPAC



# METRO

2000 SW First Avenue  
Portland, OR 97201-5398  
(503) 221-1646  
Fax 241-7417

September 5, 1991

Mr. Dave Bishop  
Transportation Plan Manager  
ODOT Strategic Planning Section  
Room 405, Transportation Building  
Salem, OR 97310

Re: Oregon Transportation Plan Policy Element; Metro  
Comments on Committee Draft One

Dear Dave:

Following are Metro comments pertaining to Committee Draft One of the Oregon Transportation Plan (OTP) Policy Element. We appreciate the opportunity to comment and look forward to working with you, ODOT staff and the Oregon Transportation Commission through the document review and adoption phase. We will also keep both TPAC and JPACT updated on the progress of the policy element and will forward their formal comments at a later date in the process.

## GENERAL COMMENTS

In general, we are pleased to see the document has incorporated into the first draft many, if not most, of the TPAC recommendations as previously submitted. We are particularly pleased to see the state committed to goals and policies related to statewide multi-modal transportation systems which provide minimum levels of service for all modes and which provide greater efficiency in the use of fiscal and natural resources and greater safety awareness. In addition, we are pleased to see references incorporated relating to the State Transportation Rule, the Americans with Disabilities Act of 1990 and the upcoming new Surface Transportation Act. Similarly, it may be helpful to add specific references to the Clean Air Act of 1990 (see below). As alluded to in the draft, these pieces of legislation are likely to have a dramatic impact on transportation planning, finance and project development for years to come.

We are also pleased to see the Plan beginning to take shape as a working document. We understand the difficulties associated with integrating and converging into a single report the vast amounts of material and information generated so far in the OTP development process. We also understand that significant format/style changes to the document are being considered. As a result, our comments

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are generally intended to reflect the substance of Draft One over its style.

#### SPECIFIC COMMENTS

The following comments are summarized by chapter or section and are then specific to the particular page, paragraph or sentence (including goals, policies and actions) of OTP Committee Draft One. Recommended deletions are in *(parenthesis and italics)*, recommended additions are in **bold**. Certain comments reflect requests for clarification and, therefore, do not contain recommended changes in language.

#### Executive Summary

- Page 1, Executive Summary, Paragraph 2: "A state population that is projected to *(will)* surpass 4,000,000..." Projections should be presented as projections and not statements of fact.
- Page 1, Paragraph 3: "...*(more concern)* **greater safety awareness...**"

#### Goals

- Page 3, Goal 9: "To employ, where appropriate *(possible)*..."

#### Introduction

- Page 4, Paragraph 2, Sentence 2: "...by comparison to many other..."
- Page 4, Paragraph 4, Sentence 1: "...3.7 million people who are projected to *(will)* live in Oregon in 2012." Again, qualify as a projection.

#### The Planning Program

- Page 6, Paragraph 1, Sentence 3: "...federal agencies, **regional and local governments...**"
- Page 6, Last Paragraph, Sentence 1: "...defines policies and **recommends** *(and)* actions..." The status of the "actions" are unclear throughout the document. The existing language would be appropriate if the actions are for OTC adoption and the state is committed to their implementation.

Mr. Dave Bishop  
September 5, 1991  
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- Page 7, Paragraph 2, Sentence 2: "...classify facilities and establish policies for their operation, improvement and financing."
- Page 7, Paragraph 2, Sentence 4: "The Highway Plan is an example of a modal system plan."
- Page 7, Paragraph 3: Provide an example of a "Facility Plan."
- Page 7, Last Paragraph: How will the OTP comply with statewide planning goals? Will findings be made?
- Page 8, Amending the Oregon Transportation Plan. Discussion should note that OTP amendments or the amendments process will reflect changes in population, employment and travel forecasts, as well as changes in public values. Also, the six-year "amendment" may be better understood as a "six-year major update."

#### The Vision of the Plan

The overall vision of the plan should be prefaced as to its context. As currently drafted, the vision seems to represent one state agency's view for the state over the next 40 years, even with the references to the Oregon Benchmarks and the statewide planning goals. The vision as described has substantial non-transportation implications and probably deserves greater statewide review, particularly from a non-transportation oriented perspective. Such review is likely beyond the scope of the OTP.

Although we agree with many of the vision's ideas, some are likely to change over time. Consequently, the OTP should remain flexible and dynamic in order to respond to changing or unexpected conditions or situations. This can best be achieved through the regular OTP updates.

Specific to the current vision language, we offer the following comments:

- Page 9, Paragraph 3, Sentence 2: "...while providing Oregon industry access to statewide, national and international markets."
- Page 9, Paragraphs 4 and 5 (vision areas): The OTC should consider adding a sixth vision area pertaining to "Quality of Life." This vision area would include



Mr. Dave Bishop  
September 5, 1991  
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references to recreational and social/cultural factors.

- Page 10: The section heading should be changed to: **Population and Employment**. The reference to economic projections should be consolidated with a new heading and the discussion should include **demographics**. Changing demographics including an aging population and saturation of the two-worker household is expected to result in stabilization of VMT growth rates (essentially equal to population growth). Also, as mentioned above, population estimates should be noted as projections of anticipated growth.
- Page 10, Second to Last Paragraph: The source for the eastern/southern Oregon population/economic forecasts should be listed or the prediction dropped. In other words, have those areas agreed with the concept of "smaller, yet healthier," economies.
- Page 11, Paragraph 2: Explain why professional services will want to locate in southern and central Oregon and how they might operate. Also, is it assumed those industries will or will not want to also locate in the Willamette Valley, eastern Oregon, or on the coast?
- Page 12, "The Environment": The section should mention other environmental concerns related to transportation including aesthetics, noise and water pollution, impact on wetlands and on historic landmarks or structures.
- Page 12, Paragraph 5, Sentence 1: "Air quality (*and protection of the earth's atmosphere*) will also be a critical issue." As written, the statement is redundant.
- Page 12, Last Paragraph: Clarify that the benchmarks are goals.
- Page 13, Paragraph 1 (continued from Page 12): Clarify that the VMT reductions are from State Rule 12 and are for **per capita** reductions. Also, it is not clear in this paragraph how Rule 12 requirements and the Oregon Benchmarks interrelate. Are they consistent with one another?
- Page 13, Paragraph 3: Unfortunately, urban growth boundaries do not guarantee that people will live

closer to work. Generally, congestion has forced people to live closer to work. Again, this statement should be clarified as being an objective and not something that will automatically occur.

- Page 14, Paragraph 2: Telecommunications and "telecommuting" impacts on congestion are still being debated. While telecommuting may enable more people to work at home or avoid the peak hours, it also encourages more shorter-distance mid-day travel (shopping, errands, children activities, etc.). Consequently, VMT may not be reduced significantly and air quality benefits may be negligible, although peak-hour conditions would benefit.
- Page 14, Paragraph 4: Public vehicles are already virtually accident free.
- Page 15, Paragraph 2, Sentence 2: More efficient highway travel, while a worthwhile objective may contradict the Rule 12 per capita VMT reduction requirement.

#### General Policy Directives

- Page 17, Paragraph 2, Sentence 2: "Unfortunately with the economic prosperity and highway development resulting from federal transportation policy of the second half of the Twentieth Century..."
- Page 17, Paragraph 4, Last Sentence: Some jurisdictions have tried to adequately implement integrated transportation system elements. Failures have resulted from both a lack of coordination and a failure to implement such policies. You may want to rework the sentence and include mention of political considerations and other constraints which have affected land use decision-making.
- Page 19, Environmental Responsibility: Again the description of environmental concerns ignores other concerns such as noise, visual and water pollution. However, the Clean Air Act Amendments of 1990 and their impact on state, regional and local transportation planning should be mentioned.
- Page 20, Paragraph 5, Sentence 2: Reducing vehicle miles may or may not make vehicles safer. Less congestion will result in faster speeds.

### Transportation System Policies

As an introduction to the Policy Sections, it may be useful to explain in context the goals, policies and actions. For example, it is not immediately clear if the actions are to become adopted strategies of the state and if the state will be the responsible or lead agency for their implementation. Reference to the implementation and "role" policies may suffice. Also, it is not clear whether the actions are prioritized or listed randomly. Further, it may be useful to note that, as with all policy documents, particular elements contained within the OTP may conflict with others and that part of the job of the OTC and others who use the document will be to determine which goals, policies and actions take precedent and under which conditions.

### Characteristics of the System

- Actions 1A (1) and (2) should be combined and placed in context with Rule 12. The present wording could lead to an inherent contradiction between the two if automobile use is determined to be the most efficient.
- Action 1B (1), top of page 22: "This should be done on a total system basis and reflect the needs of all users rather than optimizing the cost effectiveness of one mode at the expense of another."
- Action 1B (2), Fourth Bullet: "(Use of) User charges to fund traffic enforcement programs."
- Action 1D (2): "Cooperate with the Department of Environmental Quality in adopting tailpipe emission standards at the most stringent level (allowed by federal law) necessary to meet federal or state standards." This wording should provide more flexibility in addressing clean air needs.

Future air quality actions may ultimately be more or less stringent than federal law allows.

- Action 1F (3): "Prioritize the expenditure of resources to (meet) assure a balanced attainment of those transportation needs identified in state, regional and local transportation system plans."
- Policy #1H - Sufficiency: "It shall be the policy of the State of Oregon to require that transportation

system plans adopted by the state, regional and local jurisdictions be sufficient to accommodate expected development within the respective jurisdiction; within the Portland metropolitan area, transportation system plans will examine land use and development alternatives conducive to a more sufficient transportation system consistent with Transportation Rule 12." This wording is intended to reflect Rule 12 requirements that Portland area transportation system plans will have to examine land use alternatives to address transportation needs.

- Action 2A (1): "The system plans to implement this policy shall support local land use planning with the objective of providing the needed level of mobility while minimizing automobile miles traveled and number of automobile trips taken.
- Action 3B (3): "Promote this policy throughout the entire urban region and surrounding area in order to..."
- Action 5B (1): Provide passing lanes where necessary and feasible.
- Page 35, Background, First Paragraph: The lack of, until recently, a mandatory seat belt law may have helped contribute to Oregon's higher fatality rate.
- Action 7C (1), Fourth Bullet: "Emphasize the particular needs and characteristics for older (*pedestrians*) and younger pedestrians and bicyclists." The draft wording implies that older bicyclists do not have needs.
- Action 7C (2): Add a bullet to "Encourage the development of inter-modal passenger hubs to accommodate convenient transfers.
- Action 7D (3): The phrase "hazardous materials" needs further definition.
- Policy 8B: Delete Fourth Bullet: ("*To adopt local transportation plans as part of the regional transportation plan when local plans meet established criteria*") and replace with two new bullets:
  - o Ensure local plans conform to state and regional system plans for state and regional transportation needs.

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- o Certify consistency of local plans with regional plans for local needs.
- Action 12A (2), First Bullet: Pedestrian and bicycle safety issues..."
- Policy 13A, Second Sentence: "This funding (package) program should incorporate federal, state..."
- Add a new policy 13G: To ensure transportation financing programs do not bias decision-making resulting in either reduced efficiency or cost effectiveness."

Again, we thank you for the opportunity to comment on the Draft One of the OTP Policy Element and look forward to working with you as the document moves toward adoption. If you have questions regarding our comments, please feel free to call either Mike Hogle or me.

Sincerely,



Andrew C. Cotugno  
Transportation Director

ACC:MH:bc



**METRO**

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Portland, OR 97201-5398  
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# Memorandum

Date: October 3, 1991

To: JPACT

From: *AC* Andrew C. Cotugno, Transportation Director

Re: ODOT - Oregon Transportation Plan

Attached is a draft policy document now under discussion by the Oregon Transportation Commission. It is organized to present the proposed text on the right-side pages and comments received on the text on the facing left-side pages. Also enclosed are two letters prepared by Metro staff and submitted to ODOT on the document.

Staff will review the status of ODOT's effort to prepare an Oregon Transportation Plan and identify the major issues that are of interest to the Portland region.

ACC:lmk

Attachment

**D R A F T**

**OREGON TRANSPORTATION PLAN  
POLICY ELEMENT**

**COMMITTEE DRAFT ONE  
WITH COMMENTARY**

**September 11, 1991**

**Oregon Transportation Plan Staff  
Strategic Planning Section**

**and**

**Benkendorf & Associates**

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## **EXECUTIVE SUMMARY**

The purpose of the Oregon Transportation Plan is to guide the development of a transportation system that contributes to a livable and prosperous state by providing access to all areas of the state for Oregon's citizens and visitors and access to local, state, national and international markets and resources in order to support Oregon business and industry.

A state population that will surpass 4,000,000 by 2030, a need to link all parts of the state to efficient transportation systems and to link land use patterns with transportation networks, concerns for air pollution, congestion, and energy inefficiencies--all are opportunities to move in new directions in transportation in Oregon.

These new directions point to more use of alternatives to the automobile, land use patterns that reduce local travel needs and promote public transit, bicycles and walking, more coordination of passenger and freight services including the use of intermodal hubs, greater transportation accessibility for rural communities, more concern for safety, and greater flexibility in transportation funding.

Oregon statutes direct the Oregon Transportation Commission "to develop and maintain a state transportation policy and a comprehensive, long-range plan for a multimodal transportation system for the state which encompasses economic efficiency, orderly economic development, safety, and environmental quality...."(ORS 184.618) "Multimodal" includes aviation, highways, mass transit, pipelines, ports, rails and waterways and other means of transportation.

Members of five policy advisory committees have assisted the Transportation Commissioners in formulating the goals and policies of the Oregon Transportation Plan. Committee members have included the Transportation Commissioners, elected officials, transportation industry representatives, members of the general public, and state agency representatives.

In formulating the goals, policies and actions contained in this Plan, the committees gave particular attention to the relationship between transportation, land use, economic development, the environment, energy, technology, and a long range vision for livability and economic prosperity.

The following goals carry out the purpose of the Plan:

### **GOALS FOR THE 21st CENTURY**

#### **GOAL 1**

To enhance Oregon's comparative economic advantage and quality of life by the provision of a transportation system with the following characteristics:

- o Balance
- o Efficiency
- o Accessibility
- o Environmental Responsibility
- o Connectivity among Modes
- o Financial Stability

- o Project Consistency
- o Sufficiency

#### **GOAL 2**

To provide balanced, multimodal accessibility to existing and new development in support of compact, highly livable urban areas.

#### **GOAL 3**

To promote efficient movement of people and goods between urban areas within Oregon and between Oregon and the cities of the world.

#### **GOAL 4**

To develop a multimodal transportation system that provides access to the entire state and is sensitive to regional differences in order to reduce the isolation of rural areas, and provide a level of service to support and promote economic growth and livability.

#### **GOAL 5**

To guarantee rural Oregonians access to transportation among rural places and between rural and urban places.

#### **GOAL 6**

To promote the expansion and diversity of Oregon's economy through the efficient and effective movement of freight in a safe, energy efficient, and environmentally sound manner.

#### **GOAL 7**

To maintain Oregon's livability by improving the safety of the transportation system for operators, passengers, pedestrians, recipients of goods, and property owners.

#### **GOAL 8**

To ~~define~~ establish and maintain clearly defined appropriate roles for each level of government and to work cooperatively in planning and implementing a transportation system for Oregon.

#### **GOAL 9**

To employ, where possible, a multi-state-regional approach to transportation opportunities.

#### **GOAL 10**

To promote state cooperation with the private sector to ~~achieve the goals of~~ implement the Oregon Transportation Plan.

**GOAL 11**

To support *the development of* innovative management practices, technologies, and regulatory techniques ~~to accomplish the goals that will further implementation~~ of the Oregon Transportation Plan.

**GOAL 12**

To gain the participation of the citizens of Oregon in the *development and* implementation of the Oregon Transportation Plan.

**GOAL 13**

To create a transportation finance system for Oregon in order to achieve the goals of the Oregon Transportation Plan.

## **INTRODUCTION**

**The purpose of the Oregon Transportation Plan is to guide the development of a transportation system that contributes to a livable and prosperous state by providing access to all areas of the state for Oregon's citizens and visitors and access to local, state, national and international markets and resources in order to support Oregon business and industry.**

**Oregon has long enjoyed and relied upon an efficient and highly developed transportation system. Its local roads and transit systems are efficient and relatively uncongested by comparison to other areas of the nation. A well developed highway system provides efficient access to all areas of the state for residents, businesses and visitors. Competitive transcontinental rail service and an interstate highway system provide access to all parts of North America, while Oregon's ports and airports provide access to the nation and the world. This transportation system has served Oregon's economic objectives and has helped to contribute to the state's quality environment and lifestyle.**

**Today Oregonians are facing a crossroads with respect to their transportation systems. The Interstate Highway System has been completed. Transportation deregulation, begun in the 1970's has removed most of the economic regulation from rail, trucking, and aviation. The new federal Surface Transportation Act will provide new initiatives in both highways and public transit.**

**Opportunities exist to improve the efficiency of our urban transportation systems and to more effectively link transportation and land use planning--to deal more effectively with urban congestion problems and the pollution and energy inefficiencies that have become negative by-products of our existing transportation systems--and to develop new land use patterns that enhance quality of life for the 3.7 million people who will live in Oregon in 2012. Opportunities exist to further develop our rail, ports, highways and aviation systems, to expand markets for Oregon products, to link more effectively all parts of the state, and to improve the efficiency with which goods and people move between Oregon and the nation and the world.**

**In addition to opportunities, Oregon faces serious threats to its quality of life and economic future if it does not continue to develop and improve its transportation systems. Even now, auto emissions endanger air quality in metropolitan areas. Highway congestion is increasing, but commuters often have little choice for transportation except to use private automobiles. Many rural areas have inadequate air, rail or intercity bus services. The state's traffic fatalities are higher than the national average.**

**The basis of the Oregon Transportation Plan is that we can solve these problems and achieve a new vision for transportation. The purpose of this policy document is to describe that vision and the goals and policies that the state must implement to achieve it.**

**This draft document was developed with the input of over 70 citizens who participated in five policy advisory committees. The committees also had the assistance of several consultants and the active participation of the Oregon Transportation Commission. Accordingly, it represents a broad cross section of ideas and expertise. In most cases it also represents a consensus of thought by those who participated in the process. In some areas the reader may find it inadequate or controversial. For that reason the Oregon Transportation Commission is actively seeking the ideas and comments of interested citizens on this document.**

**The remainder of this document consists of three parts: First, an outline of the planning program which has resulted in this draft document and which will lead to specific plans, programs and policies to be implemented beginning with the 1993 legislative session. Second, a discussion of the vision for transportation that resulted in the policies contained in the document. Third, the goals, policies and actions proposed to implement the Oregon Transportation Plan and to achieve the vision.**

## **THE PLANNING PROGRAM**

### **Purpose and Authority of the Oregon Transportation Plan**

The Oregon Transportation Plan fulfills the statutory requirements in ORS 184.618 to develop "a state transportation policy and a comprehensive, long-range plan for a multimodal transportation system for the state." The Plan establishes an on-going transportation planning process within the Oregon Department of Transportation and provides for integration of existing and future implementation plans. It is a means of improving and maintaining coordination and cooperation between the various transportation modes, state and federal agencies, local governments and private industry. It is a means of prioritizing needs and funding requirements for the state transportation improvement programs and the state legislature.

ORS 184.618 describes the responsibilities of the Commission and the Department of Transportation as follows:

- (1) As its primary duty, the Oregon Transportation Commission shall develop and maintain a state transportation policy and a comprehensive, long-range plan for a multimodal transportation system for the state which encompasses economic efficiency, orderly economic development, safety, and environmental quality. The plan shall include, but not be limited to aviation, highways, mass transit, pipelines, ports, rails and waterways. The plan shall be used by all agencies and officers to guide and coordinate transportation activities and to ensure transportation planning utilizes the potential of all existing and developing modes of transportation.

### **The Oregon Transportation Plan**

The Oregon Transportation Plan (OTP) has two major components: the Transportation Policy Element and the Multimodal System Element. The OTP provides direction to Modal System Plans and Facilities Plans which, together with the OTP, constitute the Unified Transportation Plan.

The Transportation Policy Element defines policies and actions for the state over the next 40 years. It gives direction to the coordination of transportation modes, the relationship of transportation to land use, economic development, the environment and energy use, the coordination of transportation with state, regional and local plans, transportation financing, transportation safety and related matters.

To implement the goals and policies in the Policy Element, the Multimodal System Element will identify a coordinated transportation system, including aviation, highways, public transit, pipelines, ports, rails, bikeways and other modes, to be developed over the next 20 years. The System Element will specify an implementation strategy, develop planning and performance measures for the more detailed modal plans, and identify development costs.

**The Modal System Plans** are the overall plans and policies for each mode of transportation. These plans identify system needs, classify facilities and establish policies. These policies may include prioritization of resources across the system, allocation of resources between maintenance, preservation, operation, and modernization, and the relationship of facility categories to land use. The Highway Plan is a modal system plan.

**Facility Plans** are plans for individual transportation facilities such as state airport master plans and highway corridor plans. They may identify needs for using the facility, an overall plan for improving the facility, and policies for operating the facility.

The Oregon Transportation Commission will adopt each Plan and Element after public hearings before it is implemented.

#### **State Agency Coordination Program**

State agency coordination programs describe what agencies will do to comply with Oregon's land use planning program. To be in compliance with ORS 197.180, the Oregon Transportation Commission (OTC) adopted an updated state agency coordination program with the Land Conservation Commission (LCDC) in September 1990.

ORS 197.180 and the State Agency Coordination Program require all of the Department of Transportation's programs affecting land use to be carried out in compliance with the statewide planning goals in a manner compatible with acknowledged comprehensive plans.

This Policy Plan, the Modal Systems Plans, and Facilities Plans each must comply with the Program, statewide planning goals and acknowledged comprehensive plans.

#### **Relationship of the Oregon Transportation Plan to Other Plans**

To implement LCDC Statewide Planning Goal 12 (Transportation), LCDC adopted an administrative rule in April 1991. The Transportation Planning Rule outlines the requirements of Transportation Systems Plans (TSPs) and the relationship between the TSPs prepared by ODOT, the Metropolitan Planning Organizations (MPOs) and local governments.

The Rule requires the Oregon Department of Transportation (ODOT) to identify a system of transportation facilities and services adequate to meet identified state transportation needs. MPOs and counties shall prepare regional TSPs:

**MPOs shall prepare regional TSPs for facilities of regional significance within their jurisdiction. Counties shall prepare regional TSPs for all other areas and facilities.**

**Regional TSPs shall establish a system of transportation facilities and services adequate to meet identified regional transportation needs and shall be consistent with adopted elements of the state TSP. (OAR 660-12-015)**

Cities and counties must prepare and adopt local TSPs which establish a system of transportation facilities and services adequate to meet local transportation needs and which are consistent with regional TSPs and adopted elements of the state TSP. The Rule requires cities and counties to adopt regional and local TSPs as part of their comprehensive plans and to coordinate them with affected state and federal agencies, local governments, special districts, and private providers of transportation services.

## **Amending the Oregon Transportation Plan**

In order to include innovations and changes in transportation needs, modes and management methods, the Oregon Transportation Commission will update and amend the Oregon Transportation Plan every six years. After amending the OTP, the Department will amend Modal System Plans and Facility Plans for each transportation mode to conform to changes in the OTP. When specific problems arise that require changes in policy, the Commission may amend the OTP. These amendments may also require changes in ODOT Modal System Plans and Facility Plans and in MPO and local transportation plans.

The regular six-year amendment process will include opportunities for involvement of the Department of Land Conservation and Development, metropolitan planning organizations, cities, counties, state and federal agencies, special districts and other interested people. These opportunities may be in the form of mailings, meetings, or other means that the Oregon Department of Transportation determines are appropriate. In accordance with the State Agency Coordination Program, the Department shall hold at least one meeting on the plan and, if directed by the Transportation Commission, will hold one or more public hearings prior to adoption.



## **THE VISION OF THE PLAN**

What kind of future do we want to build as a state and how can transportation contribute to that future?

**The Oregon Transportation Plan envisions a transportation system that moves people and goods in a way that provides for quality of life and economic prosperity for all Oregonians. The system provides Oregonians and visitors with access to goods, services, jobs and recreation, while providing Oregon industry access to national and international markets. To most effectively meet the state's needs, the transportation system takes advantage of the inherent efficiencies of each transportation mode and encourages interconnection between modes.**

But transportation is not normally an end in itself. It is a means to accomplish many different objectives. In looking toward the future, the Transportation Commission has identified five areas where our vision of the future outside of transportation will have significant impacts on our view of transportation and what type of a system we want to develop. Those areas are:

- Population and economic growth;
- Economic development policy;
- Environment and energy;
- Land use; and
- Technology.

Each of these areas has implications for policy direction.

This vision is based on economic projections, state mandates found in legislation and other planning documents, and the thinking of citizens, leaders and planners in a variety of fields. In developing this vision statement, three documents are of critical importance:

- "The Oregon Statewide Planning Goals" (LCDC Goals and Guidelines), which explicitly establish state policy in the area of land use planning, but have implications for the other subjects discussed as well.
- "Oregon Benchmarks," which establishes state goals for Exceptional People, Outstanding Quality of Life, and a Diverse, Robust Economy.
- "A Planning Overview, 1988," which contains background data on Oregon's transportation systems and a summary of the 1988 Futures Forum, "Moving Oregon into the 21st Century."

### **Population and Economic Projections**

Oregon's population will grow faster than the nation's for most of the next 40 years. By 2030 it will pass the 4,000,000 mark. Even then, the state's population density of 42 persons per square mile will be significantly less than that of Washington State in 1990. Most of this growth will take place in the Willamette Valley, where population densities approach those of more urban states. Much of the state's growth will take place in suburban areas.

While most population growth will take place in the Willamette Valley, the declining population growth in Eastern Oregon will be reversed and Eastern and Southern Oregon will

have healthy, though smaller, economies and population bases. Growth pockets on the coast and in Central and Southern Oregon will likely lead growth outside of the Willamette Valley.

**Transportation Implications** - Increased demands for transportation services will be most prevalent in the Willamette Valley and the Portland metropolitan area in particular. However, links to rural areas must be maintained and enhanced in order both to serve those areas and to enhance the economy of regions outside of the Willamette Valley.

### **The Economy**

During the next 40 years, the Oregon economy will be dominated by three industries: agriculture, wood products and professional services. But agriculture and wood products will look far different than they do today, as additional value added and high value products are introduced. Tourism will continue to play an important economic role in many areas of the state.

Oregon industry will be characterized by quality and value. This shift toward quality and value will be a direct result of declines in timber supply, increasing environmental concerns, and the prospect of seeing high wage manufacturing jobs replaced with low wage service sector and high tech assembly jobs. A benefit of the growth of professional services will be the desire of many of these individuals and firms to locate in Central and Southern Oregon, bolstering and stabilizing those economies.

Tourism and retirement centers will continue to play an important role in the Oregon economy. They will continue to be seen as market opportunities for specific industries including destination resorts and specialized medical services.

One aspect of the Oregon economy that will not change is its dependence on distant markets to sell its products. The state's specialized wood and agricultural products are marketed throughout the world. These two industries will continue to foster close ties with the Pacific Rim nations. In the areas of professional services and tourism, Oregon also seems to have a natural affinity for Europe and could be a major beneficiary of open European markets.

**Transportation Implications** - Connections of all modes to the international economy will be significant requirements of this vision of Oregon's economic future. The commodities that travel to other states and nations will be higher value, and therefore may need a different type of service and infrastructure from today's railway and ports systems, which have been dominated by bulk commodities, agricultural and forest products. Air and intermodal freight services will become increasingly important. Local delivery of goods will still rely on trucks and the highway system, but rail, port and airport systems will become increasingly important because of their ability to link to distant markets.

In line with the Oregon Progress Board's Benchmarks, more communities will be served with scheduled air, intercity bus, van and rail service. Access Oregon Highways will be 90 percent complete by 2010.

### **The Environment**

Concern for the environment has been an Oregon distinction for many years. High quality is the hallmark of environmental action and will result in efforts to enhance as well as to preserve the natural environment.

Oregon will also look for better ways of integrating the human and natural environments. Like the sustained yield policies of productive forests, Oregonians will have to be able to "use without using up."

On the other hand, for Oregonians the natural environment is something to be enjoyed for its own sake. Access to the outdoors and preservation of natural and scenic areas will continue to receive special emphasis and continue to heavily influence environmental and land use policy.

Air quality and protection of the earth's atmosphere will also be a critical issue. A reduction of petroleum use may be required in order to maintain the earth's atmosphere and the air quality of major cities.

**Transportation Implications** - The primary implication of this vision is that auto emissions in metropolitan areas must be further reduced. This, in turn, will require one or more of the following: reduction of travel, increased use of more fuel efficient modes, use of more fuel efficient vehicles, and substitution of petroleum with less polluting fuels. Access to outdoors will continue to be an important use of the transportation system but must be accomplished in a way that preserves the natural environment. Finally, all aspects of transportation services and facilities must consider fuel efficiency in their development and design, both to conserve fuel for its own sake and to reduce pollutants that result from the burning of fuel.

In following the Oregon Progress Board's Benchmarks, the use of single occupancy vehicles will be reduced and the use of transit increased. By 2000, 50 percent of commuters will travel to work by means other than single occupancy vehicles--29 percent did so in 1990--and the commute will continue to take less than one-half hour for 88 percent of Oregonians. The hours of transit use per capita will increase as vehicle miles of travel in urban areas will be reduced by 20 percent in the next 30 years.

### **Land Use Policy**

Land use policy will continue to be the primary tool used by Oregonians to guide development of the state while protecting its resources and livability.

If they can be maintained, urban growth boundaries established in the 1970s and 1980s and policies to support urban centers will result in compact cities surrounded by farm land and open space. Even the so-called suburbs will be characterized by small city atmospheres with many more people living in the same suburb in which they work.

One spinoff benefit of strong land use policy will be the development of high quality industrial sites and commercial centers, often with immediate access to more than one suburban center.

Land use planning will also enhance the productivity of agricultural and forest lands by keeping economically viable parcels together and limiting the encroachment of conflicting uses. In spite of its added density, the Willamette Valley will still be noted for its open spaces.

In rural areas of the state, land use planning will become a tool to promote development through the logical planning and extension of public infrastructure and services necessary to support new industry and development.

**Transportation Implications** - For transportation, this view of land use has two significant implications. First, transportation policy should favor developments which are more compact, mixed use and pedestrian friendly, both because they make transportation more efficient in the long term and because they accomplish what Oregonians are accepting as a more desirable pattern of development. Second, facilities must be designed in such a way as to preserve open spaces.

## **Technology**

During most of the next 40 years transportation facilities and equipment will look surprisingly similar to the way they do today. However, on closer inspection there will be some interesting differences.

Telecommunications, data processing and electronic control systems will have a tremendous impact on transportation in two ways. First, many jobs may be performed at home or in small local offices away from major office complexes. The ability to perform most non-manual functions from remote locations will give rise to small electronically sophisticated offices which replace large centralized bureaucracies. This, of course, will affect transportation by reducing commuting distances for many people and by adding to the economic stability of some rural and suburban communities.

Advanced electronics also will improve the efficiency and comfort of every type of transportation system. Automobiles may operate in self-guided modes on freeways while onboard computers do everything from adjusting engine performance to recommending travel routes based on real time information about road conditions and congestion. The opportunities for the operation of passenger services and the delivery of goods are almost endless.

One benefit of modern technology may be that public vehicles, including commercial aircraft and transit, will be virtually accident free, compared to today. The accident and injury rates for privately operated vehicles will also be reduced significantly.

Another aspect of transportation technology that is expected to continue far into the next century is the gain in efficiency. This will be achieved without drastic reduction in the size of passenger vehicles due to new lighter materials, improvements to fuels and ignition systems, and more efficient operation through the use of smart roadways and better traffic control. These same factors will improve the operation of all other modes as well.

These gains in efficiency will also improve the prospect for high speed rail, although maintenance of guideways will remain extremely expensive and their use will continue to be limited to very high density corridors.

The drive for greater productivity and fuel efficiency will not only improve performance of surface transportation vehicles, but may result in dramatic increases in the size and speed of aircraft and ocean transports. These will add to the efficiency of international trade and travel but will require changes in port and airport infrastructure.

**Transportation Implications -** The first implication is that there is nothing on the horizon that will make a fundamental change in the way we use our transportation systems. In fact many of the most prominent innovations being considered will have the effect of making existing modes of transportation, including highway travel, much more efficient and reduce many of the detrimental side effects. A second implication is that many of the most significant innovations will be introduced by the private sector. Government will have to work with the private sector to provide public infrastructure that captures the benefits of these innovations. It is the public for instance that owns the airports, highways and ports but the private sector that operates the transportation equipment and services which use the facilities.

# **OREGON TRANSPORTATION PLAN**

## **VISION STATEMENT**

**The Oregon Transportation Plan envisions a transportation system that moves people and goods in a way that promotes economic prosperity and quality of life for all Oregonians. It is a balanced system, using all modes of transportation including bus, rail, auto, truck, air, water, pipeline, bicycle and pedestrians. It is a safe, comfortable system which encourages choice among modes.**

**It is a system where all modes operate efficiently to enhance Oregon's comparative economic advantage and where the flow of goods and services strengthens local and regional economies throughout the state. Energy is conserved; negative environmental impacts are minimized; environmental considerations are an important part of the cost analysis for systems planning.**

**Transportation choices are available so that there is not a principal reliance on the automobile, and commuters can travel to work in less than thirty minutes within urban areas. The use of single occupancy automobiles for commuting is decreased. Transportation systems support local and regional land use plans, and the transportation disadvantaged have mobility choices.**

**Compact, multi-use urban land use patterns allow more people to use public transit or to bicycle or walk safely and conveniently. Higher land use densities support transportation corridors that offer choices among modes.**

**Transportation facilities in rural areas allow mobility and accessibility among rural areas and to urban places, but discourage urbanization outside urban growth boundaries.**

**Intercity, interstate, and international transportation is facilitated by increases in the availability and efficiency of air, bus, rail, highway, and marine passenger and freight services. Basic transportation infrastructure are maintained and preserved. Infrastructure construction, operation, maintenance, and preservation are sufficiently funded by a stable but flexible financial system balancing efficiency and equity.**

## **GENERAL POLICY DIRECTIVES**

### **THE POLICY IMPERATIVES**

The citizens formulating the Oregon Transportation Policy Plan were given broad latitude in the issues they were to consider. Each brought a unique perspective to the project from his or her professional and personal experience as an Oregonian. Their deliberations began with each member of the project presenting his or her concerns and expectations of the Plan. In addition, the Transportation Commission asked that the committees consider four topics for inclusion in their discussions: land use, economic development, environment, and technology. As the process evolved, it became clear that these topics defined quite well the concerns which the citizens themselves brought to the process, and their deliberations are easily summarized in those topical areas and in a fifth which the Commission felt important enough to assign to a specific committee - safety.

#### **LAND USE - Changing Perspectives on Development Patterns**

Transportation is a land use. It is one of several ways in which land is used. When transportation systems are developed without consideration for their impacts on other land uses, the overall land use system is not well served. Unfortunately, with the economic prosperity of the second half of the Twentieth Century has come a separation of transportation from land use planning with resulting land use patterns that cause environmental and human degradation.

The Oregon Transportation Plan commits Oregon to providing a transportation system that is part of a larger land use system, one that will contribute to economic prosperity and high quality of life for all Oregonians. The Policy Plan recommends that existing and new development in Oregon be "compact" and "highly livable".

The population of Oregon is projected to increase at a faster rate than that of the nation as a whole. Even with the success of Oregon's land use system where Urban Growth Boundaries prevent incursion of urban development into rural areas, metropolitan areas have developed at a level of density and in patterns that often discourage public transit, pedestrian, and bicycle systems. Local land use plans have often failed to include an integrated transportation system element that adequately provides for the future movement of people and goods. Conversely, due to a lack of coordination, transportation facility and service decisions have often undermined the proper implementation of locally adopted land use plans.

Because of similar problems caused by recent urban development throughout the nation, planners are revisiting urban, and especially suburban, land use patterns and are making recommendations to "retrofit" present development and plan future developments that take into account desired patterns of urban mobility. Such recommendations include:

- **Downtown cores that maintain healthy central hubs for commerce within an urban region.**
- **Increased density for efficient use of urban land balanced by aggregated open space and better site design for privacy and safety.**
- **Improved circulation systems for pedestrians, bicycles, and transit that allow for their exclusive use in some areas and provide safety where they interface with autos.**
- **Mixed use developments where housing, daycare, schools, commercial areas, and employment can be in close proximity in order to minimize number of trips and length of trips among those functions.**
- **Infill developments in existing urban areas that incorporate higher density and mixed use concepts.**

Implementation of such measures is not a radical departure from historical city forms. In fact, it represents the way cities have developed over four thousand years. It is only in this century, and primarily in this nation, that low density development has resulted in the kind of "sprawl" that now presents us with transportation problems of congestion and air pollution. The automobile and the inter-state highway system have made such development possible.

Altered land use and transportation patterns will require that Oregonians change their behavior in many ways. The State will have to lead this process. Programs of public education are intrinsic to the success of the Oregon Transportation Plan. The state must make the case, as it has so effectively in recent land use and environmental efforts, that Oregonians must be willing to change individual behavior in order to retain the quality of life so important to us all.

#### **ECONOMIC DEVELOPMENT AND EFFICIENCY - Making the Most of Limited Resources**

Oregon's continued economic prosperity depends on the ability of its communities to provide optimum conditions for commerce and livability. Efficient transportation systems are intrinsic to these conditions. Diminished economic vitality of many American cities has been caused by congestion and air pollution which pose serious constraints on the ability of businesses to expand and to attract good employees. Quality of life has become an important locational determinant for both employees and business owners, and Oregon offers many of the amenities that attract businesses. Continued ease of mobility for passengers and freight is important to the comparative economic advantage of Oregon's communities as we compete for economic expansion with other areas.

An efficient transportation system assures that all Oregon businesses have access to markets for buying and selling goods. Markets must be reachable within reasonable time and at minimal cost, and shippers should have choices among different modes.

Economic development requires a variety of forces coming together at the same time and place: infrastructure, labor force availability, private capital and access to markets. Transportation infrastructure is a critical component of these forces. The extent to which transportation projects stimulate economic development is arguable, however it is certain that transportation resources are necessary to virtually all development projects.



## **ENVIRONMENTAL RESPONSIBILITY - Preserving Oregon's Natural Features**

Oregonians prize the beauty of our landscape and the quality of our environment. We respect the natural systems that make up our environment and are dedicated to their preservation. We want our built environment, including our transportation network, to be compatible with those natural systems. There is concern that air quality in our urban areas has been compromised by auto emissions, caused primarily by the proliferation of automobiles and the low densities at which our metropolitan areas have developed.

The Policy Plan proposes to reduce the growth of automobile use in Oregon. It is aggressive in seeking to reduce use of single occupancy autos and increase use of public transit, bikeways, and pathways. It seeks to create communities where people are comfortable outside of their autos and where they can perform the duties and pleasures of their lives without them. Such an environment reduces our dependence on fossil fuels and conserves energy for more efficient uses.

The Policy Plan calls for the transportation system to have a positive impact on the natural and built environments. Aesthetic considerations will enter the corridor design process, and all modes will be designed to complement the natural environment.

## **TECHNOLOGY - Innovations for Use Today and Tomorrow**

There is considerable emerging technology that can contribute to more efficient transportation systems. Some are available for use immediately; others are decades away from practical use. Many that might be available within the vision of this plan cannot even be conceived of now. Practical applications of technology are difficult to anticipate and provide for in public policy.

However, we do know that fast-paced innovations offer present, or imminent possibilities for better transportation systems:

- Vehicle improvements, especially those that prevent crashes and minimize injury in crashes, are possible now. Airbags, anti-roll devices, and speed governors are examples.
- Vehicles can also be more energy efficient and less polluting.
- Monitors similar to airline "black boxes" that record, and can transmit, vehicle operation patterns to police or others for review of driver behavior, particularly related to speed or alcohol use.
- Traffic management devices that can restrict vehicle use during peak periods and charge drivers according to the time and distance of their use.

Implementation of new technology requires a confluence of forces: information transfer from researchers to entrepreneurs, capital investment to produce the device at a reasonable cost, available markets for the product, and public acceptance of its use. The Policy Plan proposes that the State play a key role in each of these. Beginning with the formulation of a research agenda for transportation that includes technological innovation, the State can provide a strategy for introducing innovations into its transportation system. The State can be the end user of some technologies, and can encourage public use of others.

## **SAFETY - Creating a Safe, Comfortable Environment**

Oregonians want their transportation system to be as safe as possible. The State has taken several initiatives that have been successful in improving safety, particularly on highways. Requirements for motorcyclists to wear helmets have reduced motorcycle fatalities. Truck inspections have removed unsafe vehicles from the roads. Enforcement programs for alcohol abuse by drivers appear to be succeeding. Such state initiatives usually enjoy widespread support among Oregonians.

There are two ways to improve safety. First, human behavior must be changed. People are the primary cause of accidents. In most highway, marine, or rail crashes, no matter what the vehicle involved, human error is the primary cause. Speed and alcohol are the factors most present in crashes. People willfully speed and willfully consume alcohol - both of which impair their abilities to operate vehicles safely.

Public education and enforcement are keys to changing human behavior. Recent programs to bring the dangers of alcohol use by drivers to public attention have been successful in informing the public and in changing public standards of acceptable conduct. However, enforcement must support such programs. Many feel that enforcement of speed laws on Oregon highways should be strengthened. This will mean a greater commitment of resources to the Oregon State Police and/or alternative methods of enforcement of speed and alcohol laws.

Second, transportation systems can be made safer. Travel by public transit is safer than by automobile use. Reducing vehicle miles traveled in autos will make the system safer. Designing land use and transportation patterns where each mode is given equal status, and unsafe interactions between modes are minimized, will make the system safer. The supremacy of the auto in our current land use pattern has made pedestrian and bicycle use risky at best. Much of our system will now have to be retrofitted to give walkers and bikers a greater sense of comfort in traveling within our communities.

The Policy Plan makes a strong commitment to safety by reducing Oregon's tolerance for alcohol use by operators of motor vehicles to zero. And the Plan recommends increased enforcement measures especially of speed laws on major highways. Recommendations for more compact, livable communities also address issues of comfort and security for non-auto users.

**GOALS AND POLICIES  
WITH  
COMMENTARY**

*Commentary on Characteristics of the System*

**Goal 1**

**Policy 1A**

Staff changed the wording to clarify the definition of "balanced."

**Action 1A.1 and 1A.2:** A number of reviewers pointed out that Action 1A.1 and 1A.2 are contradictory. Staff deleted Action 1A.2 because it is included in the policy and is covered under Policy 1B - Efficiency. One reviewer suggested that a reference to the LDCD Planning Rule be included in 1A.1.

**Policy 1B**

Staff changed the wording to clarify the meaning.

**OREGON TRANSPORTATION PLAN**  
**TRANSPORTATION SYSTEMS POLICIES**  
**CHARACTERISTICS OF THE SYSTEM**

**GOAL 1 FOR THE 21<sup>st</sup> CENTURY**

To enhance Oregon's comparative economic advantage and quality of life by the provision of a transportation system with the following characteristics:

- **Balance**
- **Efficiency**
- **Accessibility**
- **Environmental Responsibility**
- **Connectivity Among Modes**
- **Financial Stability**
- **Project Consistency**
- **Sufficiency**

**POLICY 1A - Balance**

**It is the policy of the State of Oregon to provide a transportation system that is balanced, among modes and avoids principal reliance on any one mode. A balanced transportation system is one that provides appropriate transportation options and takes advantage of the inherent efficiencies of each mode.**

**ACTION 1A.1**

Reduce reliance on the *single occupancy* automobile, particularly in urban area, as required in the LCDC Transportation Planning Rule.

**~~ACTION 1A (2)~~**

~~Select the best transportation solution regardless of mode, taking advantage of the inherent efficiencies of each mode in designing the transportation system and consider appropriate combinations of modes.~~

**~~ACTION 1A (3) 2~~**

Design systems and facilities that accommodate multiple modes within corridors, and encourage their integrated use in order to provide users with a choice of travel within corridors.

**POLICY 1B - Efficiency**

**It is the policy of the State of Oregon to assure provision of an efficient transportation system. The system is efficient when decisions for its development, operation, and maintenance**

### ***Commentary on Characteristics of the System***

**Action 1B.1: Reviewer-suggested change.** Staff believes meaning of second sentence is unclear.

**Action 1B.2: Reviewer-suggested changes.** The third and fourth bullet were changed because the way the money from charges is used is a different policy issue. One reviewer noted that buses, bicycles and pedestrians are roadway users. If pricing schemes include these modes, he reminds us that two are not taxed currently and one gets preferential treatment. The Energy Department added its support for market-based approaches to account for external costs. The reviewer suggested expanding this action to include raising state and federal fuel taxes to internalize full costs of oil use. The Plan should recommend user fees be raised gradually and predictably.

**Action 1B.3: Reviewer-suggested addition.**

**Deleted Action 1B.4:** Action has been moved to Policy 1C - "Accessibility" and is now Action 1C.5.

**Action 1B.4:** Staff suggests revised wording for clarity: "Consider obtaining, developing, and using abandoned railroad rights-of-way and infrastructure for future transportation system improvement." Another reviewer added: "Reserve or purchase major rights of way well in advance of actual development"

Staff recommends that this policy be first in the section. A reviewer asked for more visibility throughout the plan for access to transport by disadvantaged.

**Action 1C.1:** Reviewer suggested the substitution, and the staff supports the change. One reviewer warned that setting minimal standards may actually limit service; ex. requiring taxis to serve all areas reduces availability of taxis.

~~reflect the relative costs of all modes as well as external social and environmental impacts.~~  
*(1) it is fast and economic for the user; (2) users are faced with full-costs when making transportation decisions; and (3) transportation investment decisions are based on full benefits and costs including social and environmental impacts.*

#### **ACTION 1B.1**

Use cost/benefit analysis on a total system basis employing economic, social and environmental impacts as a part of the evaluation process for transportation planning and projects design. This should be done on a total system basis rather than optimizing the cost effectiveness of one mode at the expense of another.

#### **ACTION 1B.2**

Develop pricing programs that charge road users more commensurately with the *total costs* of operations and improvements. Such programs might include:

- Automobile emissions charges based on VMT and relative vehicle emissions.
- ~~Investigation of Road access pricing for major traffic generators.~~
- Employee parking charges in urban areas. ~~to fund transit, vanpooling, and ridesharing programs.~~
- ~~Use of User charges. to fund traffic enforcement programs.~~

#### **ACTION 1B.3**

Use demand management techniques to reduce vehicle miles traveled in single occupancy vehicles, especially during peak hours of highway use. *These measures include ridesharing, vanpooling and telecommuting and projects that promote efficient urban design.*

#### **ACTION 1B-54**

Consider obtaining, developing, and using existing underutilized railroad rights-of-way and infrastructure for transportation system improvements.

### **POLICY 1C - Accessibility**

**It is the policy of the State of Oregon to provide a transportation system that is accessible to all potential users including the transportation disadvantaged measured by availability of modal choices, ease of use, relative cost, proximity to service, and frequency of service.**

#### **ACTION 1C.1**

~~Establish standards for minimum levels of service and systems design for passengers and freight for all modes within the system. Cooperatively define acceptable levels of accessibility through the establishment of standards in transportation system plans for minimum levels of service and system design for passengers and freight for all modes.~~

### ***Commentary on Characteristics of the System***

**Action 1C.2:** Reviewer suggested adding to or changing this action as follows: "Prohibit intensification of use of individual accesses or the creation of new commercial or industrial accesses to Access Oregon Highways until the transportation system plans and commensurate amendments to local land use plans are completed in accordance with Policy 8 and the LCDC Transportation Rule." Rationale: Hold the line on accesses until the service levels can be thoughtfully defined. Staff considers this an important issue.

**Action 1C.3:** A reviewer suggested using Metro's accessibility standards or Benchmark's commute time standards here.

**Action 1C.5:** One reviewer asked where the direct financial support is coming from while another recommended using user charges, not subsidies for public transit, bicycle and pedestrian systems.

#### **Policy 1D**

Staff recommends that the phrase beginning "and assigns incentives. . ." be made an Action item.

**Action 1D.1:** One reviewer changed this as follows: "Reduce transportation oil use by improving vehicle efficiencies, increasing use of fuel-efficient ways of travel and promoting energy-efficient urban design." Another reviewer said auto efficiencies are probably not within ODOT control; it is more practical to encourage systems that increase use of fuel-efficient modes.

**Action 1D.1:** Reviewer suggested use of "feebates" to promote high efficiency motor vehicles and fleets. Staff recommends including the concept and placing the following statement in the finance section: "Establish vehicle fee structures to encourage use of high-efficiency motor vehicles and fleet efficiency improvements."

**Action 1D.1:** Reviewer said to replace "may" with "shall". Staff recommends existing language.

**Action 1D.2:** A reviewer said emissions should be priced, not limited. Another suggested adding "...at the most stringent level necessary to meet federal or state standards" to make the wording more flexible.

**Action 1D.3:** Reviewers suggested moving statement to safety section, and noted the statement may not give support to the use of transit. Staff recommends moving statement to safety section.

**Action 1D.4 and Action 1D.5:** Reviewers suggested combining these actions. Staff recommends the noted changes.



## **ACTION 1C.2**

Control access to state highways commensurate with achievement of level of service and system design standards of 1C .1 above.

## **ACTION 1C.3**

Assure multi-modal accessibility to employment, shopping and other commerce, medical care, housing, and leisure, including adequate public transit access for the transportation disadvantaged.

## **ACTION 1C.4**

Implement the accessible transportation requirements established by the Americans with Disabilities Act of 1990.

## **ACTION ~~1B.4~~ 1C.5**

Develop public transit, bicycle, and pedestrian systems in urban *and rural* areas through direct financial support of their planning, capital investment, and operating costs.

## **POLICY 1D - Environmental Responsibility**

**It is the policy of the State of Oregon to provide a transportation system that is environmentally responsible, especially with respect to air quality ~~and fossil fuel consumption~~ *climate change, and energy efficiency*, and assigns incentives and/or direct subsidies to those modes which balance environmental impacts and financial costs.**

### **ACTION 1D.1**

Minimize transportation-related energy consumption through improved ~~auto-vehicle~~ efficiencies, *use of clean burning motor fuels*, and increased use of fuel efficient modes which may include railroads, transit, *carpools*, vanpools, bicycles and walking.

### **ACTION 1D.2**

Cooperate with the Oregon Department of Environmental Quality in adopting tailpipe emission standards at the most stringent level allowed by federal law.

### **ACTION 1D.3**

Give high priority to human comfort in the transportation system. Users should feel safe, comfortable, and well served as they travel.

### **ACTION 1D.4**

Positively ~~impact~~ *affect* both the natural and built environments in the design, construction, and operation of the transportation system. *However, where adverse impacts cannot be avoided, minimize their effects on the environments.*

***Commentary on Characteristics of the System***

**Policy 1E**

**Action 1E.1: Reviewers suggested statement applies statewide, not just to high density areas.**

**Action 1E.2: Made consistent with Action 1E.1**

**Policy 1F**

**Staff believes that part or all of Policies 1F and 1G belong in the Finance Section in the final Plan document. The deleted language is being moved to the Finance Section.**

**Staff recommends adding Safety and Land Use Policies to this section.**

**Action 1F.1: Several reviewers presented strong comments in favor and opposition to this concept.**

**Action 1F.2: Several comments were critical of this statement. Staff recommends the changes indicated and movement of item to Policy 1B (Efficiency) Section.**

#### **ACTION 1D-5**

~~Minimize adverse impacts to the natural and built environments in design, construction and operation of the system, where adverse impacts cannot be avoided~~

#### **POLICY 1E - Connectivity Among Modes**

It is the policy of the State of Oregon to provide a transportation system with connectivity among modes within and between urban areas, with ease of transfer among modes and between local and state transportation systems.

##### **ACTION 1E.1**

*Develop a system and promote the use of intermodal passenger hubs and freight hubs throughout the state ~~in high density areas~~ in order to expedite intermodal transfers.*

##### **ACTION 1E.2**

Require that local and regional land use plans include location of *transportation hubs and terminals* and connectivity among modes.

#### **POLICY 1F - Financial Stability**

It is the policy of the State of Oregon to ~~provide~~ *ensure* a transportation system with financial stability. ~~with consistent funding among all modes of transportation for planning, capital investment, and operating costs.~~ Funding programs should not bias transportation decision making.

##### **ACTION 1F.1**

Amend the State constitution to broaden the use *motor vehicle taxes and fees* ~~of road user fees~~ for transportation facilities and services.

##### **ACTION 1F.2**

*Assure* a transportation system which minimizes the total ~~combined~~ cost of the system for the approved level of service including cost of improvements and cost for operation and maintenance systems.

##### **ACTION 1F.3**

Prioritize the expenditure of resources to ~~meet~~ *assure a balanced attainment of* those transportation needs identified in state, regional, and local transportation system plans.

*Commentary on Characteristics of the System*

**Policy 1G**

Reviewer suggested the new wording and the staff recommends the change. Action would be "Allocate funds...."

**Policy 1H**

Reviewer suggested this change: "...accommodate established needs, and coordinate land use and transportation development within the respective jurisdiction."

Another reviewer suggested replacing existing statement with: "...to promote alternatives to automotive travel (particularly single occupancy vehicles) by promoting the creation of land use patterns that facilitate the use of pedestrian, bicycle, and transit travel."

**POLICY 1G - Project Consistency**

**It shall be the policy of the State of Oregon ~~to allocate project funds for all modes according to project consistency with the goals and policies of this plan.~~ *that all projects funded by the State are consistent with goals and policies of this Plan.***

**POLICY 1H - Sufficiency**

**It shall be the policy of the State of Oregon to require that transportation system plans adopted by the state, regional and local jurisdictions be sufficient to accommodate expected development within the respective jurisdiction.**

## ***Commentary on Urban Issues***

### **General Comments**

Section needs a background statement that includes reference to State Urbanization Goal, Public Facilities Goal, Benchmarks, concept of compact urban areas, and statement that intra-urban mobility is a matter of state interest.

Reviewers suggest this section should include the following concepts:

- Permanent stable source of funding for transit, demand management and urban arterials.
- Provision of bicycle commuter routes in urban areas, and bike and ride facilities at transit stations.
- Aesthetics considerations that apply to urban as well as rural transportation projects.

### **Policy 2A**

Action 2A.1: Reviewer said statement is not mode neutral; "automobile usage is not an evil."

### **Policy 2B**

Staff-recommended addition.

**OREGON TRANSPORTATION PLAN**  
**TRANSPORTATION SYSTEM POLICIES**  
**URBAN ISSUES**

**GOAL 2 FOR THE 21st CENTURY**

To provide balanced, multimodal accessibility to existing and new development in support of compact, highly livable urban areas.

**POLICY 2A**

It shall be the policy of the State of Oregon to develop state transportation plans and policies consistent with Statewide Planning Goal 12 (Transportation).

**ACTION 2A.1**

The system plans to implement this policy shall support local land use planning, with the objective of *providing the needed level of mobility while* minimizing automobile miles traveled and number of automobile trips taken *per capita*.

**ACTION 2A.2**

Coordinate state transportation planning with local and regional land use plans *as described in* ~~through the certified~~ ODOT/LCDC State Agency Coordination Agreement ~~certified December 13, 1990.~~

**ACTION 2A.3**

Provide technical assistance to local and regional governments in the implementation of Oregon Administrative Rule 660-12 that sets forth the requirements for transportation planning within the state.

**POLICY 2B**

*It is the policy of the State of Oregon to develop transportation facilities and services which are compatible with and improve the livability of urban areas.*

***Commentary on Intercity Issues***

**Policy 3A**

A reviewer recommends additional Action: "Actively assist operator to modernize and upgrade existing rail service (I-5 and I-84 corridors) and pursue opportunities for development of other rail corridors." Staff does not recommend further improvement of already profitable mainlines.

**Action 3A.2: Reviewer suggested addition and staff recommends its inclusion.**



**OREGON TRANSPORTATION PLAN**  
**TRANSPORTATION SYSTEM POLICIES**  
**INTERCITY ISSUES**

**GOAL 3 FOR THE 21ST CENTURY**

**To promote efficient movement of people and goods between urban areas within Oregon and between Oregon and the cities of the world.**

**Background:**

The transportation network that links Oregon cities and regions and provides access to areas outside of Oregon is the backbone of the transportation system. The present transportation system that links Oregon cities has drastically changed the life of Oregonians during the past several decades. However, these systems have also impacted travel within urban areas. The capacity provided by the interstate system, for example, encourages urban residents to travel long distances within urban areas. By providing high speed travel between intra-urban destinations, the present freeway system further encourages sprawl development. Attempting to maintain high speeds on inter-urban routes in urban areas over time through capacity improvements facilitates a continuation of this process.

Routes among Oregon's small, rural communities, and between them and larger cities in Oregon and beyond, are vital links to and from markets. Urban centers that provide inter-modal transfer points for the efficient movement of goods and people are important for rural access to urban markets in larger communities and beyond Oregon's borders.

**POLICY 3A**

**It is the policy of the State of Oregon to identify and develop a statewide transportation system of corridors and facilities that ensures access to all areas of the state, nation, and the world.**

**ACTION 3A.1**

**Identify travel demand for people and freight among Oregon cities and provide for multi-modal corridors to facilitate such travel.**

**ACTION 3A.2**

***Identify significant out-of-state corridors or areas where Oregonians need access and encourage their development.***

### ***Commentary on Intercity Issues***

**Action 3A.3: Addition was suggested by several reviewers.**

**Action 3A.4: Staff believes Policy 3C is more appropriate as an action item here.**

#### **Policy 3B**

**Action 3B.1: A reviewer commented that pricing to do this is OK. Charge commuters not only for pollution, but also for the congestion they cause to intercity travelers; but locking intracity commuters out of the intercity network is inefficient, because commute trips may be more highly valued than intercity travel. Use time-of-day pricing to shift trucks away from urban areas at rush hour.**

**Action 3B.2: A reviewer asks when this is appropriate. Staff reworded original for clarity.**

**Action 3B.3: A reviewer reworded this for clarity.**

**Action 3B.4 Reviewer-suggested addition extends present AOH access policy.**

**Policy 3C has become 3A.4.**

**Proposed Policy 3C: The Public Transit Division recommends the following addition:**

#### **Policy 3C**

**It is the policy of the state of Oregon to establish an Access Oregon Transit Program to develop, maintain, and fund a statewide network of intercity transportation services.**

**Action 3C.1: Establish intercity multimodal transportation centers to accommodate and coordinate intercity transportation modes in principal urban areas throughout the state.**

**Action 3C.2: Improve intercity bus service through technical assistance to local governments, purchase of service agreements with carriers, and a statewide marketing, signing and shelter program.**

**Action 3C.3: Improve intercity rail service through actions to be developed as part of ODOT's Intercity Rail Plan.**

### **ACTION 3A.3**

*Develop and promote service in statewide transportation corridors by the most appropriate mode including intercity bus, rail, airplane, passenger vehicle, and truck.*

### **ACTION 3A.4**

*Complete the Access Oregon Highways Program.*

## **POLICY 3B**

**It is the policy of the State of Oregon to provide inter-urban mobility through and near urban areas in a manner which minimizes adverse effects on land use and intra-urban travel patterns.**

### **ACTION 3B .1**

*Plan and design inter-urban routes in order to limit their use by intra-urban traffic. Appropriate means might include ramp metering, limited interchanges, high occupancy vehicle lanes, access control, separated express lanes for through traffic, and entrance pricing.*

### **ACTION 3B .2**

*Promote improvements and preservation of ~~on~~ parallel arterials and other modes ~~as a means of diverting intra-urban traffic from~~ so that local trips should not have to use intercity routes.*

### **ACTION 3B .3**

*~~Promote this policy throughout the entire urban region in order to preclude development of outlying areas as having greater access to other places within the region than places closer to the central core of the region.~~*

*Do not provide outlying areas within a single urban area or MPO with greater access to other places within the region than to places closer to the central core of a region.*

### **ACTION 3B.4**

*Protect the integrity of statewide transportation corridors and facilities from encroachment.*

## **~~POLICY #3C~~**

**~~It is the policy of the state of Oregon to complete the Access Oregon Highways Program.~~**

***Commentary on Rural Issues***

**OREGON TRANSPORTATION PLAN**  
**TRANSPORTATION SYSTEMS POLICIES**  
**RURAL ISSUES**

**GOAL 4 FOR THE 21ST CENTURY**

**To develop a multimodal transportation system that provides access to the entire state and is sensitive to regional differences in order to reduce the isolation of rural areas and provide a level of service to support and promote economic growth and livability.**

**Background:**

Autos, trucks, trains and buses are the dominant modes of transportation in rural Oregon. Highways and roads provide the only access to many rural places, and connections between rural and urban areas are primarily by highway as well. Highway capacity in rural areas is strained not so much by the volume of traffic, as by the interaction of trucks, buses, recreational vehicles and autos, each traveling at varying speeds often for different purposes.

Improvements to rural highways, similar to the Access Oregon Highways program for tourism, are needed in order to provide corridors where different sized vehicles, traveling at different speeds, and for different purposes can move safely and efficiently. Additional passing lanes, fewer curves, and improved signage can do much to improve such conditions. Alternative modes such as rail and air service must also be developed, especially along corridors where fast movement of goods and people is desirable and where distances are vast (such as Eastern Oregon) or corridors are already congested (such as the Willamette Valley).

The economy of rural Oregon is changing. Economists refer to these changes as "adjustment". Timber, one of our great natural resources, is being harvested, processed, and transported in changing ways. Agriculture faces changing water resources as well as changing attitudes on traditional farm practices, such as pesticide use and product selection. The fishing industry is being challenged by off-shore competition. And the expansion of tourism has impacted virtually every corner of the State.

Deregulation of the bus and trucking industries has had adverse effects throughout rural Oregon. Freight and passenger service has been reduced, while costs for those services have increased. This has caused increased isolation among rural Oregonians which has resulted in:

- People feeling out-of-touch with the rest of the state.
- Markets becoming less accessible for the sale and purchase of goods and services.
- Mobility lessening, especially among the young and aged population who lack access to automobiles.

***Commentary on Rural Issues***

**Goal 4**

**Policy 4A**

Several reviewers questioned the advisability of dividing the state into regions. Others supported the idea. Staff believes that regional advisory committees are needed.

**Goal 5**

Staff feels revised goal more accurately reflects committee discussion.

**Policy 5A**

Action 5A.2: The Public Transit Division believes that funding assistance for private carriers should be channeled through local governments.

The economic prosperity and quality of life of rural areas is in the best interest of all Oregonians. It is sometimes appropriate for the State to stimulate economic activity in rural places with regulations, incentives, and direct public investments and subsidies. The most notable recent example of such state initiatives is in the area of tourism. Oregon has been ambitious and very successful in its program, and it has had profound impacts on rural economic development.

#### **POLICY 4A**

**It is the policy of the State of Oregon to provide a rural transportation system consistent with, yet recognizing differences in, local and regional land use and economic development plans.**

##### **ACTION 4A .1**

Delineate comprehensive sub-state transportation regions using the following criteria:

- Counties are the basic building blocks.
- Regions are established by local consensus.
- Regions should be consistent to the extent possible with other sub-state functional regions.
- There should be flexibility in regional boundaries where necessary to encourage multimodal corridor development.

##### **ACTION 4A .2**

Establish regional transportation advisory groups consistent with the sub-state regions, using existing groups if possible, to provide a conduit for transportation policy and programming between state and local government.

#### **GOAL 5 FOR THE 21ST CENTURY**

~~To guarantee rural Oregonians access to transportation among rural places and between rural and urban places. To define and assure minimum levels of service to connect all areas of the state.~~

*(Action: ODOT will define minimum levels of service in cooperation with regional advisory committees.)*

#### **POLICY 5A**

**It is the policy of the State of Oregon to coordinate the services of private and public transportation providers.**

##### **ACTION 5A .1**

Revise regulatory systems in order to stimulate the provision of transportation services by private companies in rural areas.

##### **ACTION 5A .2**

Provide state ~~subsidies~~ assistance to private carriers where necessary.

*Commentary on Rural Issues*

**Action 5A.3 is redundant with Action 5A.4.**

**Policy 5B**

**Reviewers suggested inclusion of bicycles.**

**Action 5B.1: Reviewer suggested change.**

**Action 5B.2: Reviewer suggested addition.**

**Policy 5C**

**One reviewer noted that intermodal bias conflicts with mode neutrality and that this policy would skew costs to go overboard in multimodal transportation.**

**Action 5C.1: Wording changed to reflect comments.**

**Deleted Action 5C.2: Action is redundant with Action 5C.1.**

**Action 5C.2: Staff suggests broadening of purpose.**



**~~ACTION 5A (3.)~~**

~~Coordinate transportation services provided by public agencies.~~

**ACTION 5A-4.3**

Integrate publicly provided and special purpose transportation services. ~~with general purpose needs.~~

**ACTION 5A (5.)**

Promote shipper associations among rural producers of goods with similar characteristics and marketing requirements.

**POLICY 5B**

It is the policy of the State of Oregon to improve rural highways, minimizing the interaction of passenger vehicles, bicycles and freight vehicles, wherever possible.

**ACTION 5B.1**

Provide passing lanes where ~~feasible~~ appropriate.

**ACTION 5B.2**

Provide paved bicycle lanes or shoulders.

**POLICY 5C**

It is the policy of the State of Oregon to develop modal alternatives to the automobile and truck where feasible in rural areas.

**ACTION 5C.1**

Invest in intermodal passenger and freight ~~terminals that permit~~ facilities to encourage effective shifts among modes as well as in routes.

**~~ACTION 5C-2~~**

~~Invest in airports and marine ports that encourage intermodal transfers.~~

**ACTION 5C-3.2**

Preserve corridors for future transportation development, and use abandoned rail corridors for bicycle and walking trails and for utility and communication corridors as interim uses.

*Commentary on Rural Issues*

**Policy 5D**

Although most reviewers supported this section, two felt it should be deleted. Several supporters felt an aesthetics policy ought to apply in all locations or in both urban and rural locations.

Action 5D.2 Third bullet: Item is not relevant to aesthetics.

## **POLICY 5D**

**It is the policy of the State of Oregon to protect and enhance the aesthetic value of transportation corridors in order to support economic development and preserve quality of life.**

### **ACTION 5D .1**

***Include aesthetic considerations in the design and improvement of corridors and rights-of-way for all modes including aesthetic considerations.***

### **ACTION 5D .2**

**Consider:**

- **Developing regional advisory boards on corridor aesthetics.**
- **Giving state awards for scenic enhancement.**
- **~~Limit access to adjacent property via frontage roads to preserve the utility of the highway.~~**

### **ACTION 5D.3**

**Strengthen aesthetic land use controls outside of the rights-of-way such as:**

- **Utilities**
- **Billboards**
- **Scenic easements**
- **Urban design and rural development**
- **Directional signs for tourists**
- **Unique resources**

## ***Commentary on Freight Issues***

### **General Comments**

\*Three reviewers felt that the Freight Committee's discussions regarding the need to divert freight traffic off the highway and on to rail and marine facilities are not reflected in the present draft. These comments go to the heart of the freight debate: do we want to level the playing field or to promote one mode over another, primarily rail in this case?

Another reviewer argued that options should be based on free market trends and needs as well as cost and that currently trucks meet those needs best.

Still another said that the public investment strategy should reflect the goal of improving "modal efficiency" geographically where appropriate given identified levels of freight supply/demand. Although "choice" by the shipper might be a desirable condition, from a cost/benefit structure it will be highly unrealistic in most cases.

One reviewer rewrote and organized this segment according to mode. Staff incorporated several of his Action items, but does not think this market approach is efficient. The complete text of his comments is in Appendix A.

**OREGON TRANSPORTATION PLAN**  
**TRANSPORTATION SYSTEMS POLICIES**  
**FREIGHT ISSUES**

**GOAL 6 FOR THE 21ST CENTURY**

**To promote the expansion and diversity of Oregon's economy through the efficient and effective movement of freight in a safe, energy efficient, and environmentally sound manner.**

**Background:**

Freight transportation is the circulatory system for Oregon's economy. An efficient transportation system promotes new business and encourages existing business to flourish. Because of Oregon's location and the multiplicity of transportation services converging in Oregon, transportation is itself a significant part of the Oregon economy. In addition, Oregon industry serves transportation through the suppliers of equipment located here.

Federal and state governments have a long history of investing in transportation systems, from corduroy roads in Colonial times to waterways and rail service during the Western Expansion, the interstate highway system beginning in the 1950's, and space exploration today. Government now invests in virtually every mode of freight transportation. However, recent investments in the interstate highway system have produced what many feel is an imbalance which favors trucks as freight transportation. Oregonians want an efficient freight transport system that provides a variety of modal choices to the average shipper.

The goal of an efficient freight transportation system, then, becomes one of balance characterized by:

- Better understanding of the costs of each mode, so that relative efficiencies of each can be evaluated. It is important to develop the capability to understand the costs of each mode even if such issues as safety, environmental quality, time, and human comfort have to be quantified.
- Public investment targeted at more efficient modes. Such investments could include technology transfer activities, capital facilities, and subsidies.
- More choices for the shipper according to the characteristics of the freight to be shipped.

Oregonians have great respect for the free market system, and they want private interests served by the transportation system. They want involvement by business in planning and implementation, and they want efficiencies measured in dollars and cents wherever possible. However, those interests are to be balanced with a commitment to the maintenance of our high quality of life which itself contributes to our comparative advantage as a place to do business.

## ***Commentary on Freight Issues***

### **Policy 6A**

**Action 6A.1:** Reviewers believed this Action was very important; the addition reflects one reviewer's demand for an office of transportation statistics. Staff supports the addition.

**Action 6A.2:** Addition is a suggestion of a reviewer. Deleted language has been moved to Action 6A.4. Another reviewer was concerned that "the sheer weight of ODOT staff numbers will press to a preoccupation with highway affairs, encouraging a drift toward a state transportation policy that is in fact a highway/truck policy"; he recommended establishing an ODOT intermodal or multimodal office.

**Action 6A.3:** A reviewer would delete "highway" and substitute "transportation," and include "rail" with "by truck and bus."

**Action 6A.4:** Two reviewers noted that this language does not include public acquisition of railroads and would add "or public acquisition" after "alternative private ownership." Another reviewer feels the Action is very bad because it is not mode neutral. Staff believes this subject is a major policy issue that deserves discussion.

## **Intermodal Hubs**

Policy 6E, below, proposes that the State create intermodal hubs in order to encourage transfer of freight from one mode to another, utilizing the efficiencies of each leg of a freight trip. There are examples of intermodal transfer facilities now such as marine ports where ships and barges load and unload to trucks, trains, and pipelines. Intramodal hubs are used by airlines where feeder flights are brought to one terminal for transfer to longer distance flights. Intermodal hubs, then, would combine the efficient features of each into land based terminals where freight could be transferred from one mode to another, or within modes, using different sized vehicles most appropriate to the next leg of the journey.

The hub concept proposed is still in its infancy, with many unanswered, though not unanswerable, questions. Who would acquire and own the land? Who would operate the facility? How would it be financed? What is government's role?

### **POLICY 6A**

**It shall be the policy of the State of Oregon to promote a balanced freight transportation system which takes advantage of the inherent efficiencies of each mode.**

#### **ACTION 6A.1**

Determine present relative state and federal support for *each* of the various modes of freight transportation, including taxation, regulation, capital investment, and operating subsidy. *Develop and maintain statistics on the characteristics of each mode as they affect the state.*

#### **ACTION 6A.2**

~~Assist the retention of desirable rail service through existing railroad ownership or alternative private ownership. Increase~~ *Assure* ODOT in-house expertise in the economics, and management of ~~railroad passenger and freight services, coordinated with the Public Utility Commission~~ and potential of each available major freight mode: *trucking, rail, water transportation, air and bus express.*

#### **ACTION 6A.3**

Maintain, preserve, and improve the highway system in order to provide Oregon with infrastructure for the efficient movement of goods by truck and bus.

#### **ACTION 6A.4**

*Assist the retention of desirable rail service through existing railroad ownership or alternative private ownership.*

## ***Commentary on Freight Issues***

### **Policy 6B**

**Action 6B.1:** A reviewer suggested deregulating all intrastate transportation. Staff notes that the Freight Committee generally supported deregulation while the Rural Committee felt that regulation was necessary to ensure service to rural areas.

**Action 6B.2:** Staff modified reviewer-suggested addition.

### **Policy 6C**

**Action 6C.1, .5:** Reviewer-suggested change and additions. Staff supports these.

**Action 6C.3:** This suggestion from the Economic Development Department notes that the investment does not have to come just from the trust funds but could include other identified sources. ODOT has traditionally invested only in infrastructure, but staff recognizes that marketing is critical here, as we have recognized with rail.

**Action 6C.2 and .4:** Reviewer suggested this addition: "Develop competitive container, bulk, break-bulk and auto handling facilities at ports which have advantages over out-of-state ports and assure effective and efficient rail linkages with the interstate rail network as a primary means to move these commodities to and from these ports." Staff recommends the revised language.



## **POLICY 6B**

**It is the policy of the State of Oregon to regulate intrastate transportation consistent with fostering the ability of Oregon shippers to compete intrastate with interstate shippers.**

### **ACTION 6B.1**

**The Oregon Public Utility Commission will take the actions necessary to ensure that its policies or practices are not directly or indirectly favoring interstate shippers over Oregon intrastate shippers.**

### **ACTION 6B.2**

*Work with local, state and federal governments to remove those barriers to efficient transportation operations which do not conflict with environmental or safety goals.*

## **POLICY 6C**

**It is the policy of the State of Oregon to take the necessary actions, including the integration of Oregon's marine port system, to attract a larger share of international trade to the area.**

### **ACTION 6C.1**

**Integrate the Oregon maritime ports so that the strengths and potential of each will be optimized ~~to increase Oregon's role in international trade~~ while the combination of their efforts increases Oregon's role in international trade.**

### **ACTION 6C.2**

*Invest in facilities and marketing and provide match funding for federal projects in conjunction with ports to enhance their competitiveness in international trade and domestic commerce.*

### **ACTION 6C.3**

**Maintain adequate container handling facilities at ports where they presently exist, and develop other cargo business such as break bulk, bulk, and auto.**

### **ACTION 6C.4**

*Assure effective and efficient transportation linkages to move commodities to and from Oregon's ports.*

### **ACTION 6C.5**

*Work with port districts and federal agencies to maintain and enhance river transportation in an efficient and environmentally responsible manner.*

***Commentary on Freight Issues***

**Policy 6D**

**Deleted Action 6D.2:** Reviewer suggested that Port of Portland references be deleted since objective is to create additional freight hubs to complement existing freight centers.

**New Action 6D.2:** Reviewer-suggested addition. Staff supports change.

**Policy 6E**

Reviewer noted that promotion of intermodal freight transportation hubs will require considerable involvement of the private sector.

**Action 6E.1:** Reviewer-suggested change. Committee did not endorse this.

**Action 6E.2:** Staff broadened reviewer suggestion.

## **POLICY 6D**

**It is the policy of the State of Oregon to promote the growth of air freight business in the state.**

### **ACTION 6D .1**

**Ensure that Oregon's comparative economic advantages in providing air freight are well understood and communicated by national and international trade missions and other marketing efforts.**

### ~~**ACTION 6D (2)**~~

~~**Ensure that the Port of Portland can provide facilities for the expansion of freight service.**~~

### **ACTION 6D.2**

*Maintain and improve strategic regional air freight terminals and their links with surface transportation systems.*

## **POLICY 6E**

**It is the policy of the State of Oregon to promote intermodal freight transportation hubs to enhance competitiveness, improve rural access, and promote efficient transportation.**

### **ACTION 6E .1**

*Locate and promote development and operation of optimally located transportation hubs and identify hub locations in Transportation System Plans.*

### **ACTION 6E.2**

*Continue to support Portland's role as a major freight hub for air, highway, rail, and marine facilities.*

## ***Commentary on Safety Issues***

### **General Comments**

**A reviewer remarked that these policies are not long range, but only short range.**

**Other reviewers noted the recognition of the conflict between bigger trucks and smaller cars. One suggested that triple-trailers be restricted to the interstate system. Another thought there should be a safety action related to weight disproportion.**

**Another reviewer felt that lack of enforcement and inadequate driver education are the principal causes of the high motor vehicle fatality rate and believed that a review of traffic laws and regulations is needed if enforcement is to be effective.**

**OREGON TRANSPORTATION PLAN**  
**TRANSPORTATION SYSTEMS POLICIES**  
**SAFETY ISSUES**

**GOAL 7 FOR THE 21ST CENTURY**

**To maintain Oregon's livability by improving the safety of the transportation system for operators, passengers, pedestrians, recipients of goods, and property owners.**

**Background:**

Oregon's highway fatality rate continues to be higher than the national average. This is due primarily to the greater number of vehicle miles traveled by Oregonians on rural roads, where fatality rates are highest. Higher speeds, especially in rural areas, further contribute to Oregon's higher fatality rate.

Two issues relate to vehicular safety specifically in rural areas. First, emergency medical response times in rural Oregon are 2-1/4 times the response time in urban areas. Second, one of the causes of Oregon's high fatality rate is the large proportion of fatalities among occupants of light trucks. Light trucks and utility vehicles do not have to meet the same standards for vehicle restraint, rollover, side impact, and other safety standards as passenger vehicles.

Driving under the influence of alcohol and drugs continues to be one of the most important factors in fatal accidents involving all types of vehicles. During the 1980's Oregon enacted several innovative programs to combat alcohol use and recidivism by offenders. Evaluations of these programs indicate that they contributed to a reduced fatality rate in Oregon.

By 2030 the percent of Americans over 65 years of age will rise to 22 percent, compared to 12 percent currently. Older drivers typically experience reduced driving skills, and the aging of the population is likely to result in more injuries and fatalities, as older drivers have the highest crash rates of all drivers except those under age 25. Older persons have increased injury and fatality rates for pedestrians as well. While the aging of the general population should reduce the proportion of drivers in the high risk youth group and therefore by itself reduce the fatality rate, young drivers will continue to be a serious safety problem.

In the past several decades there has been a continuing increase in size and weight of trucks traveling Oregon's highways. This has come during a period in which personal automobiles have become smaller and lighter. Economic considerations are pushing the trucking industry toward larger vehicles and more trailers per cab. This combination of smaller automobiles and larger trucks driving at faster speeds is part of the reason that truck-related accidents produce a disproportionate share of highway fatalities.

## ***Commentary on Safety Issues***

### **Policy 7A**

**Action 7A.1:** Reviewers generally believed a zero level standard was unrealistic and that any alcohol-related driving problems created by those testing within the present standards are not significant. They believed that the State should concentrate on enforcing the present standards. Walt Pendergrass, a member of the Safety Committee, commented that at the committee meeting "I said it would be nice to reduce alcohol tolerance level to zero, but said that was completely unrealistic, and it would be nice if it could be reduced down to two or three percent. I heard no one disagree."

**Action 7A.2:** Reviewer-suggested changes to action and first bullet. DMV commented that enforcement of safety laws is likely the most important action necessary to reduce injuries, fatalities and property damage. The key is increased funding. DMV questions whether incentives for safe drivers would be more effective than sanctions against unsafe drivers.

**Deleted Action 7A.3:** A number of reviewers disagreed with this policy. Staff feels this policy is part of a complex medical care issue that should be addressed as part of a rural health care policy and should be deleted.

**New Action 7A.3:** DMV commented that targeted drivers have higher accident rates and targeting special circumstances inherent in these segments of the population is an important component of highway safety.

## **POLICY 7A**

**It is the policy of the State of Oregon to reduce the injury and fatality rates among operators, passengers, bicyclists, and pedestrians from motor vehicle crashes in Oregon.**

### **ACTION 7A.1**

**Lower the alcohol tolerance level for all motor vehicle operators to zero.**

### **ACTION 7A.2**

**Improve enforcement of safety laws and regulations especially those relating to violators of speed, alcohol *and drug*, and seat belt laws.**

- **Coordinate state agencies to devote more and better targeted resources to traffic enforcement, especially on ~~interstate highways and rural corridors where speed is a particular problem~~ routes with high injury and fatality rates.**
- **Establish statewide highway safety corridor programs in high crash areas combining the resources of several agencies for improved road design, road maintenance, enforcement, and community cooperation.**
- **Provide incentives to Oregon motor vehicle operators who ~~to~~ maintain a consistent record of safe driving.**

### **~~ACTION 7A.3~~**

**~~Improve emergency medical response times, especially in rural areas, by establishing minimum response times for emergency medical services, facilitating the use of higher speed technology, such as helicopters, and quick access for emergency services.~~**

### **ACTION 7A.4.3**

**Reduce the crash rate among Oregonians over age 65 and under age 25 by expanding the provisional licensing program ~~for~~ to cover such drivers, and by improving re-examination methods to effectively differentiate higher risk older drivers from those who can safely continue to drive.**

### **ACTION 7A.5.4**

**Work through national transportation safety organizations to change federal regulations ~~that~~ to increase the vehicle safety standards for light trucks and utility vehicles to meet or surpass the standards on passenger vehicles.**

***Commentary on Safety Issues***

**Action 7A.6:** As a result of reviewer suggestion, staff recommends addition of these two national public organizations.

**Policy 7B**

Staff-made change to reflect committee discussion; staff asks whether ODOT wants to be involved in boating law enforcement.

**Policy 7C**

**Action 7C.1:** Reviewer-suggested changes.



### **ACTION 7A.6.5**

Promote the highest safety standards for trucks and truck operators.

- Use mobile truck inspection stations in random, off-route locations, and stronger sanctions for consistent violators.
- Increase public education concerning truck-automobile interactions on highways.
- Promote highway lanes dedicated to the exclusive use of trucks or cars.

### **ACTION 7A.7.6**

Work with national organizations such as the National Highway Traffic Safety Administration, ~~and~~ the Transportation Research Board, *the American Association of State Transportation Officials and the Commercial Vehicle Safety Alliance* to accurately determine the safety implications of alternative truck sizes, weights, and configurations.

### **ACTION 7A.8.7**

Continue to require mandatory use of helmets for motorcycle drivers and passengers.

### **POLICY 7B**

~~\*It is the policy of the State of Oregon to look to the State's experience in licensing other motor vehicles as a guide to the development of more effective boating safety programs, work with other groups to reduce alcohol-related accidents in the operation of airplanes, boats, and motor vehicles.~~

### **POLICY 7C**

It is the policy of the State of Oregon to promote safe, comfortable travel for pedestrians and bicyclists *along travel corridors and within existing communities and new developments.*

### **ACTION 7C.1**

Implement a pedestrian and bicycle safety program which emphasizes the proper, safe interaction between motor vehicles and pedestrians and bicyclists, including:

- Implement pedestrian/bicycle safety programs for school-aged youth and adults in order to improve motorist and walker/bicyclist awareness of the needs and rights of each other.
- Encourage the use of helmets, *reflective devices and other visibility improvements* for bicyclists.
- Expand enforcement of bicycle and pedestrian traffic rules and rights-of-way.
- Emphasize the particular needs and characteristics for older ~~pedestrians~~ and younger pedestrians and bicyclists.

***Commentary on Safety Issues***

**Action 7C.2: Reviewer-suggested changes.** Region 1 Highways commented that bikeways should probably be located along arterial routes to encourage commuter use. Other reviewers said that the policy should include wide shoulders, free of debris, and that intersections should be evaluated for bicycle safety.

**Policy 7D**

Changes are a combination of reviewer suggestions. This policy will appear in the environmental section when this document is reorganized.

## **ACTION 7C.2**

**Make ~~pedestrian walkways~~ and ~~bicycle paths~~ bikeways an integral part of the circulation pattern ~~in~~ within and between communities ~~and~~ to enhance safe interactions between motor vehicles and pedestrians and bicyclists.**

- **Encourage the retrofit of buses, light rail, and commuter vans with racks to accommodate bicycles.**
- **Encourage the installation of convenient, secure, weather-protected bicycle parking and storage racks at major transit stops and at commuter destinations.**
- **Implement a statewide system of bikeways using current rights-of-way and creating new paths along rail beds, open spaces, and other public and private lands.**
- *Renovate and retrofit major streets and highways with wide shoulders and evaluate the safety of intersection design to encourage the use of bicycles for commuting.*
- *Encourage installation of well-lighted shelters for people waiting for transit.*

## **POLICY 7D**

**It is the policy of the State of Oregon to assure the safe, efficient transport of hazardous materials within the State.**

Hazardous materials are transported on highways, rails, and waterways. Although some nuclear materials and waste products travel in and through Oregon, the overwhelming majority of hazardous materials are petroleum products, many used in homes.

ODOT is a member of Oregon's Interagency Hazardous Materials Communication Council which coordinates hazardous materials issues, including fixed site and transportation issues. The federal government has taken a preemptive stance in hazardous materials transportation; however, State and local involvement in routing analyses and selection of final routes will provide important opportunities for Oregonians.

While the transportation of hazardous materials is currently not a serious safety problem, the 21st Century may promise increased risks as population grows, producing more household wastes, new hazardous products, and new transportation systems.

## **ACTION 7D.1**

**Work with federal agencies, the Public Utility Commission, the Oregon Department of Energy, and local governments to assure consistent laws and regulations for the transport of hazardous materials, including the development of standards for containment and crash-proofing such transport and of requirements for the visible signing of contents of carriers.**

## **ACTION 7D.2**

***Commentary on Safety Issues***

**Participate in the work of the Interagency Hazardous Materials Communication Council.**

**ACTION 7D.3**

**Require that local, ~~metropolitan~~-regional, and state transportation systems plans provide for safe routing of hazardous materials consistent with federal guidelines, and provide for public involvement in the process.**

**ACTION 7D.4**

**Develop hazardous materials accident and spill management skills to deal with potential accidents.**

## ***Intergovernmental Relationships Commentary***

### **General Comments**

The changes in this section have been made to reflect more accurately the provisions of the LCDC Transportation Planning Rule, to clarify regional and local relationships and responsibilities, to better delineate policies and actions, and to better reflect committee discussion.

Reviewers suggested this section should address:

- Mutual support between ODOT and local government for planning and financing the transportation system
- No state mandates without state funding.
- Removal of governmental barriers to intergovernmental cooperation and use of funds.
- ODOT posture with future federal issues.

### **Policy 8A**

One reviewer says the policy and actions leave the issue muddled and that a high level policy group should be formed to work on it. "If the Plan does not give better policy guidance on this, it would be a shame."

**OREGON TRANSPORTATION PLAN**  
**IMPLEMENTATION POLICIES**  
**INTERGOVERNMENTAL RELATIONSHIPS**

**GOAL 8 FOR THE 21ST CENTURY**

**To define establish and maintain clearly defined appropriate roles for each level of government and to work cooperatively in planning and implementing a transportation system for Oregon.**

**Background:**

The planning and development of Oregon's transportation system will require joint effort by state, regional, and local governments. In the past, each level of government has had its role defined largely by tradition, federal funding requirements, and state legislative mandates. Sometimes roles have simply been assumed. Other times they have been consciously determined through a deliberative policy making process. In the future, transportation planning and development will become even more complex as the State's population grows and fiscal and environmental constraints call for new approaches to meeting Oregon's mobility needs. The role of each level of government in this process should be clearly defined.

*The LCDC Transportation Planning Administrative Rule (OAR 660-12) outlines these roles and is reflected in the policies below. The Rule separates governmental responsibilities into three types: state, regional (metropolitan planning organization (MPO) or county) , and local (cities and counties).*

**POLICY 8A**

**It is the policy of the State of Oregon ~~to define its role in the state transportation planning process as providing~~**

- ~~▲ International, interstate, and intercity movement of goods and people.~~
- ~~▲ Connections between different parts of the system, including intermodal transfers.~~
- ~~▲ Minimum levels of mobility within the system.~~

**that the Oregon Department of Transportation shall define a transportation system of statewide significance that:**

- **accommodates international, interstate and intercity movements of goods and passengers that move into and through urban and rural areas;**
- **accommodates connections between different parts of the system, including intermodal transfers of goods and passengers on the system established to serve the international, interstate, and intercity movements into and through urban and rural areas;**

*Intergovernmental Relationships Commentary*

**\*Action 8A.2: Staff questions the advisability of the State's adopting a regional plan because it may make the plan amendment process cumbersome and goes beyond the requirements of the Transportation Rule.**



- *provides a minimum level of mobility within the state, including access to the system established to serve the international, interstate, and intercity movements;*
- *recognizes that maintaining an acceptable level of transportation mobility in Oregon's four metropolitan planning organization (MPO) regions is a matter of special statewide concern.*

**~~ACTION 8A.1~~**

~~Recognize that maintaining an acceptable level of mobility within Oregon's four Metropolitan Planning Organization (MPO) regions is a matter of statewide concern.~~

**ACTION 8A.2.1**

Establish criteria for MPO and other regional plans and for local transportation plans outside of MPO regions.

**ACTION 8A.3.2**

\*Adopt MPO and non-MPO local plans when they meet established criteria.

**ACTION 8A.4.3**

Carry out its responsibilities for transportation planning and development as described in the Land Conservation and Development Commission's Transportation Planning Administrative Rule (OAR 660-12).

**POLICY 8B**

~~It is the policy of the State of Oregon that the role of the Metropolitan Planning Organizations in the transportation system is:~~

- ~~1. To define a transportation system of regional significance adequate to meet identified needs for the movement of goods and people between and through communities and accessibility to regional destinations within a metropolitan area.~~
- ~~2. To develop regional transportation plans that are consistent with the adopted elements of the State Plan.~~
- ~~3. To establish criteria for applicable local transportation plans.~~
- ~~4. To adopt local transportation plans as part of the regional transportation plan when local plans meet established criteria.~~
- ~~5. To carry out their responsibilities for transportation planning and development as described in the Land Conservation and Development Commission's Transportation Planning Administrative Rule (OAR 660-12).~~

***Intergovernmental Relationships Commentary***

**Policy 8B**

**Action 8B.1: Actions in the bullets were suggested by Metro.**

- **regional governments shall define a transportation system of regional significance adequate to meet identified needs for the movement of people and goods between and through communities and accessibility to regional destinations within a metropolitan area, county, or associated group of counties; and**
- **regional transportation plans shall be consistent with the adopted elements of the state transportation plan.**

#### **ACTION 8B.1**

**Regional transportation plans shall establish criteria for applicable local government transportation plans. Regional governments shall**

- **Ensure local plans conform to state and regional system plans.**
- **Certify consistency of local plans with regional plans to meet local needs.**

#### **ACTION 8B.2**

**Regional governments shall carry out their responsibilities for transportation planning and development as described in the LCDC Transportation Rule (OAR 660-12).**

#### **POLICY 8C**

**It is the policy of the State of Oregon that the role of local governments in the transportation system is:**

- ▲ ~~To define a transportation system of local significance adequate to meet identified needs for the movement of people and goods within communities and the need to provide access to local destinations.~~
- ▲ ~~To develop local transportation plans that are consistent with state and regional transportation plans.~~
- ▲ ~~To carry out their responsibilities for transportation planning and development as described in the Land Conservation and Development Commission's Transportation Planning Administrative Rule (OAR 660-12).~~
- **local governments shall define a transportation system of local significance adequate to meet identified needs for the movement of people and goods within communities and portions of counties and the need to provide access to local destinations.**
- **local government transportation plans shall be consistent with regional transportation plans and adopted elements of the state transportation plan.**

#### **ACTION 8C.1**

**Cities and counties shall adopt regional and local transportation plans as part of their comprehensive plans.**

*Intergovernmental Relationships Commentary*

**Goal 9**

The goal will probably be deleted in the reorganization of this document, but the policy and actions will be retained. Wording changes are made for clarity.

**ACTION 8C.2**

*Local governments shall carry out their responsibilities for transportation planning and development as described in the LCDC Transportation Rule (OAR 660-12).*

**GOAL 9 FOR THE 21ST CENTURY**

**To employ, where possible, a multi-state-regional approach to transportation opportunities.**

**POLICY 9A**

**It is the policy of the State of Oregon to explore opportunities for coordination with neighboring states and their cities.**

**ACTION 9A.1**

~~Explore involvement of Columbia River communities in~~ **Strengthen working relationships with Washington and Idaho Columbia River communities in planning and marketing programs for Columbia River ports.**

**ACTION 9A.2**

**Require that local and MPO transportation plans address any relevant issues that extend beyond state borders.**

**ACTION 9A.3**

**Include transportation issues that extend beyond state borders in the State Systems Plan.**

***Commentary on Private/Public Partnership***

**Goal 10**

**Staff recognizes that the goal statement is redundant with the policy and will take care of the problem in the reorganization of the document.**

**The Economic Development Department reviewer commented that the inclusion of this section meets one of EDD's primary concerns.**

**OREGON TRANSPORTATION PLAN**  
**IMPLEMENTATION POLICIES**  
**PRIVATE /PUBLIC PARTNERSHIP**

**GOAL 10 FOR THE 21ST CENTURY**

**To promote state cooperation with the private sector to achieve the goals of *implement* the Oregon Transportation Plan.**

**Background:**

The State recognizes that most transportation services are provided by the private sector and private interests will provide the innovative ideas and technology that will be necessary to accomplish the goals of the Oregon Transportation Plan. The State also recognizes the need to allow the economic marketplace to accomplish its most efficient level of operation. However, the public provides much of the transportation infrastructure and has a specific interest in assuring adequate levels of service. Given the State interest and level of investment in the transportation system, there must exist a partnership with business in planning and implementing transportation goals.

**POLICY 10A**

**It is the policy of the State of Oregon to involve the private sector to the fullest extent in the planning and implementation of the Oregon Transportation Plan.**

**ACTION 10A .1**

Establish permanent private sector participation in the policy and systems plans at all levels of government in Oregon.

**ACTION 10A.2**

Consider private sector interests to the fullest extent in implementing this Plan.

**ACTION 10A.3**

Employ a variety of incentives, established in concert with private interests, to private participation in the implementation of this Plan in preference to directives and/or regulation.

**ACTION 10A.4**

Provide stable, consistent funding to the implementation of this Plan to which the private sector can commit similarly long term investments.

***Commentary on Research and Technology Transfer***

**Goal 11**

The goal and Action 11A.1 are reworded for clarity.

**Policy 11A**

**Actions 11A.1 and .4: Reviewers suggested naming the Transportation Research Center at Portland State University and the T2 Center.**

**Action 11A.2: Action is a suggestion of the Public Transit Division. Staff supports the recommendation.**



**OREGON TRANSPORTATION PLAN**  
**IMPLEMENTATION POLICIES**  
**RESEARCH AND TECHNOLOGY TRANSFER**

**GOAL 11 FOR THE 21ST CENTURY**

**To support *the development of innovative management practices, technologies, and regulatory techniques that will further to accomplish the goals of implementation of the Oregon Transportation Plan.***

**Background:**

Although the infrastructure for the transportation system of the 21st Century is largely in place, the system must be managed more efficiently as we manage it more intensely. There is much to be researched, created, and evaluated about the ideas put forth in this document. Oregon will have to move quickly, alone and in concert with other states and private industry, to create a research and evaluation agenda that will reveal workable techniques.

**POLICY 11A**

**It is the policy of the State of Oregon to support research and technology transfer in transportation issues.**

**ACTION 11A .1**

*Form a partnership with ~~Promote the establishment of a transportation research capability among a consortium of~~ Oregon and/or Pacific Northwest universities and private industry to promote transportation research.*

**ACTION 11A.2**

*Broaden the Highway Division Research Section's responsibilities to include research for all modes and Divisions by making it an Intermodal Transportation Research Section independent of division biases.*

**ACTION 11A.3**

*Prepare and implement a transportation research agenda for the State of Oregon which emphasizes analysis of the relative costs of implementation measures put forth in this plan.*

**ACTION 11A .4**

*Promote the transfer of emerging transportation technologies and planning and management practices to state, regional, and local governments and the private sector. Support the Technology Transfer Center.*

***Commentary on Research and Technology Transfer***

**Action 11A.6: Reviewer-suggested addition.**

**ACTION 11A.5**

**Establish demonstration programs to test demand management techniques in at least two urban transportation corridors by 1995.**

**ACTION 11A.6**

***Establish a demonstration program to encourage alternatives to the use of the automobile.***

***Commentary on Public Participation and Information***

**Goal 12**

**Staff additions to the public participation section are based on LCDC Goal 1 - Citizen Involvement and issues discussed in the committees.**

**Comments received were concerned about manipulating the public to make changes.**

# OREGON TRANSPORTATION PLAN

## IMPLEMENTATION POLICIES

### PUBLIC PARTICIPATION AND INFORMATION

#### GOAL 12 FOR THE 21ST CENTURY

To gain the participation of the citizens of Oregon in the *development and implementation* of the Oregon Transportation Plan.

#### Background:

*The Plan calls for greater commitments to environmental quality, energy conservation, land use patterns that support alternatives to the use of single occupancy vehicles, and efficient ways to move people and their goods. The policies have evolved from discussions among citizens, the private sector, local governments and state agencies, but they cannot be implemented without widespread public understanding and support.*

*To understand and support these policies, Oregonians need good information and opportunities to participate in the further development and implementation of the Plan and the plans and programs that follow. Oregonians expect to be able to participate in all phases of land use planning. The policies in this section extend these participation processes to transportation planning.*

#### POLICY 12A

*It is the policy of the State of Oregon to develop programs that ensure the opportunity for citizens, local governments, and state agencies to be involved in all phases of transportation planning processes.*

#### ACTION 12A.1

*When preparing and adopting a transportation plan, transportation plan element, modal plan, facility plan or transportation improvement program, conduct and publicize a program for citizen, local government and state agency involvement that clearly defines the procedures by which these groups will be involved.*

#### ACTION 12A.2

*Make information about proposed transportation policies, plans and programs available to the public in an understandable form.*

#### POLICY 12A.B

*It is the policy of the State of Oregon to provide a program of public information for the implementation of the Oregon Transportation Plan.*

***Commentary on Public Participation and Information***

### **ACTION 12A-1B.1**

**Implement a public information strategy for the Plan, including educational and informational programs on**

- **Land use choices and development pattern issues, targeting architects, planners, developers and financiers**
- **Transportation-related maintenance requirements and benefits**
- **Economic and environmental benefits and costs of transportation alternatives, targeting school children**
- **Bicycle use and safety**
- **Pedestrian safety issues, targeting the under 25 and over 65 age groups**

### **ACTION 12B.2**

**Make it easy to use public transportation through the availability of better information about transportation choices.**

### **ACTION 12B.3**

**Expand public awareness of travel safety to reduce transportation-related accidents through information on primary causes including drug and alcohol abuse, driver error, and vehicle maintenance neglect, and their results in deaths, injuries, and economic loss.**





# **OREGON TRANSPORTATION PLAN**

## **IMPLEMENTATION POLICIES**

### **FINANCE**

#### **GOAL #13 FOR THE 21ST CENTURY**

**To create a transportation finance system for Oregon in order to achieve the goals of the Oregon Transportation Plan.**

#### **Background:**

The current system of transportation finance in Oregon is inadequate to meet the needs of either any of the individual publicly-funded modes of transportation or the system as a whole. This deficiency hampers the State's ability to meet overall and transportation objectives in at least the following critical areas:

- Highways
- Local Streets
- Public Transit
- Ports
- Airports
- Rail Passenger
- Urban
- Rural
- Repair and Preservation
- Modernization/Increased Capacity

While considerable progress has been made in the recent past in increasing funding for State and local investments in transportation, in many cases this progress has merely maintained the previous level of underfunding and has not closed the gap. In order to meet the existing needs of the transportation system, not to mention the new emerging needs as the State undergoes growth and economic transition, a new funding structure will be needed.

#### **POLICY 13A**

**To develop and maintain a transportation finance structure that provides adequate resources for all demonstrated and proven transportation needs. This funding package should incorporate federal, state, local and private funding and should provide adequate funding for all transportation modes and jurisdictions.**

#### **POLICY 13B**

**To develop and maintain a transportation finance structure that promotes funding, by the State and local governments, of the most appropriate improvements in a given situation, and promotes the most efficient and effective operation of the Oregon transportation system.**



**POLICY 13C**

**To modernize and extend the user pays concept to reflect the full costs (and benefits) of uses of the transportation system and to reinforce the relationship between the user fees and uses of the related revenues.**

**POLICY 13D**

**To change the structure of the transportation finance system in the State to provide more flexibility in funding, investment and program options.**

**POLICY 13E**

**To plan and manage the transportation finance structure to contribute to the accomplishment of the State's environmental, land use, and economic goals and objectives.**

**POLICY 13F**

**To develop a transportation finance system which consciously attempts to provide equity among competing users, payers, beneficiaries, and providers of the transportation system.**

# OREGON TRANSPORTATION PLAN

## DEFINITIONS

This document uses key words and phrases as having the following definitions (Some definitions are from the Transportation Planning Rule (660-12-005.):

**Access Management:** Measures regulating access to streets, roads and highways from public roads and private driveways. Measures may include but are not limited to restrictions on the siting of interchanges and restrictions on the type and amount of access to roadways to reduce impacts of approach road traffic on the main facility (OAR 660-12-005 (1)).

**Accessibility:** The ability to move easily from one mode of transportation to another mode or to a destination, for example, from a bicycle to a bus or from a bus to an office.

**Balanced Transportation System:** A system that provides appropriate transportation options and takes advantage of the inherent efficiencies of each mode.

**Demand Management:** Actions which are designed to change travel behavior in order to improve performance of transportation facilities and to reduce need for additional road capacity. Methods may include but are not limited to the use of alternative modes, ride-sharing and vanpool programs and trip-reduction ordinances (OAR 660-12-005(4)).

**Efficient:** An activity is efficient if a desired amount of an output is produced using the least cost combination of resources. A transportation system is efficient when (1) it is fast and economic for the user; (2) users are faced with full-costs when making transportation decisions; and (3) transportation investment decisions are based on full benefits and costs including social and environmental impacts.

**Intermodal Hub:** A facility where two or more modes of transportation interact so that people and/or goods can be transferred from one mode to another, for example, from a bus to an airplane or from a truck to a train.

**Metropolitan Planning Organization (MPO):** An organization located within the State of Oregon and designated by the Governor to coordinate transportation planning in an urbanized area of the state (OAR 660-12-005(6)). MPOs exist in the Portland, Salem, Eugene-Springfield, and Medford areas. (The Longview-Kelso-Rainier MPO is not considered an MPO for the purposes of the OTP.)

**Mixed Use Development:** A development or center having a mix of uses which may include office space, commercial activity, residential uses, parks and public places, and supporting public facilities and services. The development is designed so that the need to travel from one activity to another is minimized.

**Mobility:** Being able to move easily from place to place.

**Mode of Transportation:** a means of moving people and/or goods. In this plan transportation modes include motor vehicles, public transit, railroads, airplanes, ships/barges, pipelines, bicycles, and pedestrian walkways.

**ODOT: The Oregon Department of Transportation.**

**Rural Areas:** Areas outside urban growth boundaries characterized as being agricultural, forest or open space lands or other lands suitable for sparse settlement.

**Rural Communities:** Population centers, often incorporated cities, characterized by both low levels of population density and remoteness from central cities.

**Transportation System Management Measures:** Techniques for increasing the efficiency, safety, capacity or level of service of a transportation facility without increasing its size. Examples include traffic signal improvements, traffic control devices including installing medians and parking removal, channelization, access management, ramp metering, and restriping for high occupancy vehicle (HOV) lanes (OAR 660-12-005(15)).

**Transportation Needs (State):** Needs for movement of people and goods between and through regions of the state and between the state and other states and other countries.

**Urban:** Those areas within urban growth boundaries acknowledged under the Land Conservation and Development Commission's compliance process.

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# **THE OREGON TRANSPORTATION PLAN**

**Briefing for  
Joint Policy Advisory Committee  
on Transportation**

**(J-PAC)**

**October 9, 1991**

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# OREGON TRANSPORTATION PLAN

## THE VISION

The Oregon Transportation Plan envisions a transportation system that allows for the movement of people and goods in a way that promotes economic prosperity and livability for all Oregonians. It is a balanced system, using all modes of transportation including transit, rail, auto, truck, air, water, pipeline, bicycle and pedestrian. It is a safe and convenient system which allows choice among modes.

In this transportation system all modes operate efficiently to enhance Oregon's comparative economic advantage. The flow of goods and services strengthens local and regional economies throughout the state. Increased connections between modes and services facilitate access to markets and to intercity, interstate, and international transportation. Intermodal freight hubs allow efficient transfer of goods between trucks, rail cars, airplanes, barges and ships.

Quality of life is enhanced as the number of vehicle miles traveled per capita declines in metropolitan areas, and congestion is reduced. Commuters increasingly use transit, carpools, bicycles, and other alternatives to the single occupancy vehicle. Energy is conserved; air quality is improved; and negative environmental impacts are minimized.

Transportation systems support statewide land use goals, and regional and local land use plans. As transportation facilities encourage urbanization inside urban growth boundaries, compact, multi-use urban land use patterns reduce needs for auto trips and allow more people to use public transit or to bicycle or to walk safely and conveniently. Transportation facilities in rural areas allow mobility and accessibility among rural areas, to urban places, and to recreational destinations. The State's natural beauty is enhanced by the preservation of scenic transportation corridors.

Basic transportation infrastructure is maintained and preserved. Infrastructure construction, operation, maintenance, and preservation are sufficiently funded by a stable but flexible financial system that balances efficiency and equity. New technologies enhance transportation options. State agencies, regional and local governments, the private sector, and citizens work together to implement the Transportation Plan.

## **EXECUTIVE SUMMARY**

The purpose of the Oregon Transportation Plan is to guide the development of a transportation system that contributes to a livable and prosperous state by providing access to all areas of the state for Oregon's citizens and visitors and access to local, state, national and international markets and resources in order to support Oregon business and industry.

A state population that will reach almost 4.0 million by 2030, a need to link all parts of the state to efficient transportation systems and to link land use patterns with transportation networks, concerns for air pollution, congestion, and energy inefficiencies--all are opportunities to move in new directions in transportation in Oregon.

These new directions point to more use of alternatives to the automobile, land use patterns that reduce local travel needs and promote public transit, bicycles and walking, more coordination of passenger and freight services including the use of intermodal hubs, greater transportation accessibility for rural communities, more concern for safety, and greater flexibility in transportation funding.

Oregon statutes direct the Oregon Transportation Commission "to develop and maintain a state transportation policy and a comprehensive, long-range plan for a multimodal transportation system for the state which encompasses economic efficiency, orderly economic development, safety, and environmental quality...."(ORS 184.618) "Multimodal" includes aviation, highways, mass transit, pipelines, ports, rails and waterways and other means of transportation.

Members of five policy advisory committees have assisted the Transportation Commissioners in formulating the goals and policies of the Oregon Transportation Plan. Committee members have included the Transportation Commissioners, elected officials, transportation industry representatives, members of the general public, and state agency representatives.

In formulating the goals, policies and actions contained in this Plan, the committees gave particular attention to the relationship between transportation, land use, economic development, the environment, energy, technology, and a long range vision for livability and economic prosperity.

The following goals carry out the purpose of the Plan:

## GOALS FOR THE 21st CENTURY

### GOAL 1 - SYSTEM CHARACTERISTICS

To enhance Oregon's comparative economic advantage and quality of life by the provision of a transportation system with the following characteristics:

- o Balance
- o Efficiency
- o Accessibility
- o Environmental Responsibility
- o *Connectivity Among Places*
- o *Connectivity Among Modes*
- o *Safety*
- o Financial Stability

### GOAL 2 - LIVABILITY

*To develop a multimodal transportation system that provides access to the entire state, supports acknowledged comprehensive land use plans, is sensitive to regional differences, and supports livability in urban and rural areas.*

### GOAL 3 - ECONOMIC DEVELOPMENT

To promote the expansion and diversity of Oregon's economy through the efficient and effective movement of freight and passengers in a safe, energy efficient, and environmentally sound manner.

### GOAL 4 - IMPLEMENTATION

*To implement the Transportation Plan by creating a stable but flexible financing system, by innovative management, by supporting transportation research and technology, and by working cooperatively with regional and local governments, the private sector, and citizens.*

STEERING COMMITTEE

- |             |  |                            |
|-------------|--|----------------------------|
| 1. Senate   | Joan Dukes                                 | Astoria                    |
| 2. Senate   | Paul Phillips                              | Tigard                     |
| 3. Senate   | Bill McCoy                                 | Portland                   |
| 4. House    | Cedric Hayden                              | Fall Creek                 |
| 5. House    | Carl Hosticka                              | Eugene                     |
| 6. House    | Ray Baum                                   | La Grande                  |
| 7. City     | Charles Vars, Mayor                        | Corvallis                  |
| 8. County   | Kevin Campbell, County Judge               | Grant County (Canyon City) |
| 9. Sp. Dist | Tom Walsh (Tri-Met)                        | Portland                   |
| 10. ODOT    | Mike Hollern (Transportation Commission)   | Bend                       |
| 11. ODOT    | Roger Breezley (Transportation Commission) | Portland                   |
| 12. ODOT    | David Bolender (Transportation Commission) | Portland                   |
| 13. ODOT    | Cynthia Ford (Transportation Commission)   | Ashland                    |
| 14. ODOT    | John Whitty (Transportation Commission)    | Coos Bay                   |
| 15. Exec.   | Martha Pagel (Governor's Office)           | Salem                      |

Since only public organizations are represented on the steering committee, the committee will utilize the Oregon Transportation Alliance for input from the private sector on committee products. Other groups that will be involved in the OTP development include:

- Senate Interim Transportation Committee
- House Interim Transportation Committee
- Local Officials Advisory Committee to OTC/ODOT
- Oregon Department of Environmental Quality
- Oregon Department of Energy
- Oregon Department of Economic Development
- Oregon Land Conservation and Development Commission
- Oregon Public Utilities Commission

# LIVABILITY POLICIES

## URBAN MOBILITY

### Background:

The transportation network that links Oregon cities and regions and provides access to areas outside of Oregon is the backbone of the transportation system. The present transportation system that links Oregon cities has drastically changed the life of Oregonians during the past several decades. However, these systems have also impacted travel within urban areas. The capacity provided by the interstate system, for example, encourages urban residents to travel long distances within urban areas. By providing high speed travel between intra-urban destinations, the present freeway system further encourages sprawl development. Attempting to maintain high speeds on inter-urban routes in urban areas over time through capacity improvements facilitates a continuation of this process. *We must find ways to provide for urban and interurban travel, but still support the development of compact urban areas.*

### ***POLICY 2B - Urban Accessibility***

**It is the policy of the State of Oregon to provide balanced, multimodal accessibility to existing and new development in support of compact, highly livable urban areas.**

#### ***ACTION 2B.1***

*Cooperate with metropolitan planning organizations to develop an integrated transportation plan for urban areas that meets the needs for urban mobility, and intercity, interstate and international travel into and through urban areas.*

#### ***ACTION 2B.2***

*Give preference to projects and assistance grants that support compact or infill development.*

#### ***ACTION 2B.3***

*Increase the availability of transit, including light rail, and of other alternatives to the single occupancy vehicle.*

### ***POLICY 2C - Relationship of Interurban and Urban Mobility***

**It is the policy of the State of Oregon to provide inter-urban mobility through and near urban areas in a manner which minimizes adverse effects on land use and urban travel patterns.**

#### ***ACTION 2C.1***

**Plan and design inter-urban routes in order to limit their use by urban traffic. Appropriate means might include ramp metering, limited interchanges, high occupancy vehicle lanes, access control, separated express lanes for through traffic, and entrance pricing.**

## **ACTION 2C.2**

Promote improvements and preservation of parallel arterials and other modes so that local trips should not have to use intercity routes.

## **ACTION 2C.3**

Do not provide outlying areas within a single urban area or MPO with greater access to other places within the region than to places closer to the central core of a region.

## **POLICY 2D - *Facilities for Pedestrians and Bicyclists***

**It is the policy of the State of Oregon to promote safe, comfortable travel for pedestrians and bicyclists along travel corridors and within existing communities and new developments.**

### **ACTION 2D.1**

Make walkways and bikeways an integral part of the circulation pattern within and between communities to enhance safe interactions between motor vehicles and pedestrians and bicyclists.

- Encourage the retrofit of buses, light rail, and commuter vans with racks to accommodate bicycles.
- Encourage the installation of convenient, secure, weather-protected bicycle parking and storage racks at major transit stops and at commuter destinations.
- Renovate major streets and highways with wide shoulders and evaluate the safety of intersection design to encourage the use of bicycles for commuting and local travel.
- Encourage installation of well-lighted shelters for people waiting for transit.



## **IMPLEMENTATION POLICIES**

### **INTERGOVERNMENTAL RELATIONSHIPS**

#### **Background:**

The planning and development of Oregon's transportation system will require joint effort by state, regional, and local governments. In the past, each level of government has had its role defined largely by tradition, federal funding requirements, and state legislative mandates. Sometimes roles have simply been assumed. Other times they have been consciously determined through a deliberative policy making process. In the future, transportation planning and development will become even more complex as the State's population grows and fiscal and environmental constraints call for new approaches to meeting Oregon's mobility needs. The role of each level of government in this process should be clearly defined *and maintained*.

*The LCDC Transportation Planning Administrative Rule (OAR 660-12) outlines these roles and is reflected in the policies below. The Rule separates governmental responsibilities into three types: state, regional (metropolitan planning organization (MPO) or county) , and local (cities and counties).*

#### **POLICY 4I**

*It is the policy of the State of Oregon that the Oregon Department of Transportation shall define a transportation system of statewide significance that:*

- *accommodates international, interstate and intercity movements of goods and passengers that move into and through urban and rural areas;*
- *accommodates connections between different parts of the system, including intermodal transfers of goods and passengers on the system established to serve the international, interstate, and intercity movements into and through urban and rural areas;*
- *provides a minimum level of mobility within the state, including access to the system established to serve the international, interstate, and intercity movements;*
- *recognizes that maintaining an acceptable level of transportation mobility in Oregon's four metropolitan planning organization (MPO) regions is a matter of special statewide concern.*

#### **ACTION 4I.1**

Establish criteria for MPO *and other regional* plans and for local transportation plans outside of MPO regions.

#### **ACTION 4L2**

Adopt MPO and non-MPO local plans when they meet established criteria.

#### **ACTION 4L3**

Carry out its responsibilities for transportation planning and development as described in the Land Conservation and Development Commission's Transportation Planning Administrative Rule (OAR 660-12).

#### **POLICY 4J**

It is the policy of the State of Oregon that

- *regional governments shall define a transportation system of regional significance adequate to meet identified needs for the movement of people and goods between and through communities and accessibility to regional destinations within a metropolitan area, county, or associated group of counties; and*
- *regional transportation plans shall be consistent with the adopted elements of the state transportation plan.*

#### **ACTION 4J.1**

*Regional transportation plans shall establish criteria for applicable local government transportation plans. Regional governments shall*

- *Ensure local plans conform to state and regional system plans.*
- *Certify consistency of local plans with regional plans to meet local needs.*

#### **ACTION 4J.2**

*Regional governments shall carry out their responsibilities for transportation planning and development as described in the LCDC Transportation Rule (OAR 660-12).*

#### **POLICY 4K**

It is the policy of the State of Oregon that

- *local governments shall define a transportation system of local significance adequate to meet identified needs for the movement of people and goods within communities and portions of counties and the need to provide access to local destinations.*
- *local government transportation plans shall be consistent with regional transportation plans and adopted elements of the state transportation plan.*

# CALENDAR OF EVENTS

## 1991

<b>FEBRUARY</b>	<b>Approve Planning Process</b>	<b>Transportation Commission</b>
<b>APRIL-JULY</b>	<b>Draft Policy Element</b>	<b>Policy Advisory Committees</b>
<b>OCTOBER</b>	<b>Policy: Approve Draft System: Begin Work</b>	<b>Transportation Commission OTP Steering Committee</b>
<b>NOV-DEC</b>	<b>Policy: Public Comment System: Select Corridors/ Scenarios</b>	<b>Statewide Meetings Steering Committee</b>

## 1992

<b>JAN-FEB</b>	<b>System: Identify/ Evaluate Sketch Plans</b>	<b>Steering Committee</b>
<b>FEB</b>	<b>Policy: Revise Policy Draft</b>	<b>Policy Advisory Committees</b>
<b>MARCH</b>	<b>System: Funding Needs Choose System</b>	<b>Steering Committee</b>
<b>APRIL</b>	<b>Policy &amp; System Draft Work Session: Approve System Draft</b>	<b>Transportation Commission</b>
<b>MAY-JUNE</b>	<b>System: Public Comment</b>	<b>Statewide Meetings</b>
<b>JULY</b>	<b>System: Revise Draft</b>	<b>Steering Commission</b>
<b>AUGUST</b>	<b>Adopt OTP: Policy and System Elements</b>	<b>Transportation Commission</b>
<b>NOV-DEC</b>		

Proposed presentations to Joint Legislative Revenue and School Finance Committee

POLICY ELEMENT

PUBLIC MEETING SCHEDULE  
(Preliminary)

November 10 - 14	League of Oregon Cities Convention Association of Oregon Counties Convention
November 18 - 22	Bend, The Dalles, Pendleton, Baker City
November 25 - 26	Salem, Astoria
December 2 - 6	Klamath Falls, Medford, Coos Bay, Eugene
December 9 - 13	Portland, Tigard, Oregon City, Gresham

COMMITTEE MEETING TITLE JPACT

DATE 10-10-91

NAME	AFFILIATION
M- EARL Blumenauer	PORTLAND
MA- CRAIG Lomvicki	CLACKAMAS CITIES
M- <del>Tom Walsh</del>	city of VANCOUVER
MA- <del>Tom Walsh</del>	ODOT
M- <del>Henry Smith</del>	WSDOT
M- <del>Margie W. Schmunke</del>	City of Multnomah County
MA- Les White	C-TRAN
MA- Cliff Clark	City of Wash County
M- George Van Bergen	Metro
M- Tom Walsh	Tri-Met
MA- Gary Hansen	mult. co.
M- Daniel Knowles	Metro
Andy Cotugno	Metro
M- Richard Devlin	Metro
MA- John Kowalczyk	DEQ
M- Ed Lindquist	Clackamas Co.
M- Bob Liddell	Cities of Clackamas Co.
Bebe Rucker	Port of Portland
Kim Chin	C-TRAN
Grace Crunican	City of Portland
Leann Mac Coll	Log WV
Rod Sandoz	Clackamas Co.
Keith Ahola	

COMMITTEE MEETING TITLE

SPACT

DATE

10/15/91

NAME

AFFILIATION

Dave Williams

ODOT

Ted Spence

"

Dave Bishop

"

Gil Mallery

Clart Co. IRC

Bruce Warner

Washington County

Howard Harris

DED