BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

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| FOR THE PURPOSE OF ENDORSING COMMENTS AND RECOMMENDATIONS REGARDING ODOT'S NOVEMBER, 1991 DRAFT OREGON TRANSPORTATION PLAN POLICY ELEMENT | ) ) ) ) ) | RESOLUTION NO. 91-1526A<br><br>Introduced by<br>David Knowles, Chair<br>Joint Policy Advisory Committee on Transportation |

WHEREAS, The state and the region have established a cooperative arrangement to address the transportation needs of the Portland metropolitan area; and

WHEREAS, The Oregon Department of Transportation has released the Draft Oregon Transportation Plan (OTP) Policy Element intended to identify areas of statewide transportation concern and to guide transportation planning and investment decisions; and

WHEREAS, The OTP policies will define the state's interest in the Portland metropolitan area transportation system and directly influence the regional transportation planning and implementation procedures and capabilities; and

WHEREAS, The OTP and the Regional Transportation Plan (RTP) will be subject to a number of external requirements as contained in the Clean Air Act Amendments of 1990, the State Transportation Rule 12 and Metro's Regional Urban Growth Goals and Objectives which, in part, are designed to reduce reliance on the single-occupant vehicle; and

WHEREAS, The OTP will be the subject of public meetings in December, 1991; now, therefore,

BE IT RESOLVED,

That the Council of the Metropolitan Service District adopts

the following recommendations:

1. That the Metro Council and JPACT support an OTP Policy Element that includes:

   a. State recognition of adequate urban mobility as a critical state need.

   b. State support for non-single occupant auto mode preferences over mode neutral choices for urban passenger transportation in the Portland metropolitan area and state support for financing and regulatory techniques which target the mode preference and are based on a full and total cost equation. The OTP should clearly define a policy framework for favoring an urban passenger movement mode choice which may not be the most cost-effective "transportation" solution but is the one that addresses recent changes in state and federal legislation, is the least disruptive on the built and natural environment and would be the most effective in maintaining and promoting the livability of the area.

   c. State implementation of a funding program to implement the OTP which addresses each element of the statewide transportation system and has sufficient flexibility to ensure transportation decisions are not biased by financing mechanisms.

   d. State recognition of a need to integrate urban mobility objectives with intercity objectives into a single metropolitan area transportation plan.

2. That the Metro Council, JPACT and TPAC be further involved in the final and specific development of urban-related

OTP goals and policies as they are refined.

3. That the working relationship that has been developed between the region and the state and within the region be maintained as a result of the OTP process.

4. That Action 1D.2 of the November, 1991 Draft Policy Element be redrafted to read as follows: "Cooperate with the Department of Environmental Quality in carrying out the transportation-related requirements of the new Clean Air Act consistent with the long-term air quality goals of the Oregon Benchmarks."

ADOPTED by the Council of the Metropolitan Service District this 12th day of December, 1991.

Tanya Collier, Presiding Officer

MH:lmk
91-1526.RES
12-13-91

TRANSPORTATION AND PLANNING COMMITTEE

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RESOLUTION NO. 91-1526A, ENDORSING COMMENTS AND RECOMMENDATIONS REGARDING ODOT'S NOVEMBER 1991 DRAFT OREGON TRANSPORTATION PLAN POLICY ELEMENT

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Date: December 19, 1991 Presented By: Councilor Devlin

COMMITTEE RECOMMENDATION: At its December 18, 1991 meeting the Committee voted unanimously to recommend Council adoption of Resolution No. 91-1526 as amended. Present and voting were Councilors Devlin, Gardner, McLain and Van Bergen. Councilor Bauer was absent.

COMMITTEE DISCUSSION/ISSUES: Committee Chair Gardner explained that the resolution was back before the Committee because the JPACT meeting was held after the Committees' initial consideration of this resolution and JPACT has recommended an amendment to the resolution. Transportation Director Andy Cotugno explained that the proposed amendment more clearly expresses the need for balanced transportation solutions in the urban area which would effectively maintain and promote the livability of the area.

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

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4. That Action 1D.2 of the November, 1991 Draft Policy Element be redrafted to read as follows: "Cooperate with the Department of Environmental Quality in carrying out the transportation-related requirements of the new Clean Air Act consistent with the long-term air quality goals of the Oregon Benchmarks."

ADOPTED by the Council of the Metropolitan Service District this _____ day of _____, 1991.

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Tanya Collier, Presiding Officer

MH:lmk
91-1526.RES
12-13-91

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 91-1526 FOR THE PURPOSE OF ENDORSING COMMENTS AND RECOMMENDATIONS REGARDING ODOT'S NOVEMBER, 1991 DRAFT OREGON TRANSPORTATION PLAN POLICY ELEMENT

Date: December 3, 1991 Presented by: Andrew Cotugno

## PROPOSED ACTION

Adopt Resolution No. 91-1526 endorsing comments and recommendations regarding the Oregon Department of Transportation's (ODOT's) November, 1991 Draft Oregon Transportation Plan (OTP) for consideration by the Oregon Transportation Commission (OTC). This resolution responds to JPACT directives regarding the draft report. The resolution will be forwarded for ODOT/OTC review at public meetings scheduled for December, 1991 (see schedule below).

TPAC has reviewed the November, 1991 Draft of ODOT's Oregon Transportation Plan Policy Element and recommends approval of Resolution No. 91-1526.

## FACTUAL BACKGROUND AND ANALYSIS

### OTP Background and Purpose

The Oregon Transportation Plan responds to Oregon statutes directing the OTC "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). "Multi-modal" includes aviation, highways, mass transit, pipelines, ports, rails, waterways and other means of transportation.

As stated in its Executive Summary, the purpose of the OTP 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. The practical purpose of the plan is to establish a policy framework for transportation planning and investment decisions for the state over the next 20 to 40 years.

The Policy Element is the first of two major OTP documents. It identifies transportation-related policy directives for land use, economic development and efficiency, environmental responsibility, technology and safety. It also develops urban, intercity, rural, freight and safety system policies and implementation policies.

The second OTP document is the System Element for which initial work is now beginning. Together as the OTP, the two elements will comprise the state's overall transportation strategy. As such, implementing documents such as the Oregon Highway Plan, the Six-Year Transportation Improvement Program and individual corridor plans will have to be consistent with the OTP framework and guidelines. Similarly, as discussed below, the OTP must be consistent with federal legislation and state planning requirements.

Portland Metropolitan Area Comments

The comments contained in Resolution No. 91-1526 highlight the general areas of JPACT concern related to the September, 1991 Draft OTP Policy Element and subsequent TPAC review of the November, 1991 draft. Metro has previously submitted to OTP staff detailed comments and recommendations regarding the draft report on behalf of JPACT. Those comments reflected the issues identified by a TPAC subcommittee which has worked with OTP staff in the development of urban and Regional Transportation Plan (RTP) related OTP policies. In addition, a number of other transportation agencies and local governments in the region have previously commented on the draft Policy Element.

1. Urban Mobility Recognition. JPACT applauds the recognition within the draft Policy Element of the importance of adequate intraregional urban mobility. Specifically, JPACT supports Policy 1A -- Balance -- and supporting Action 1A.1 intended to design systems and facilities that accommodate multiple modes and cost-effective choices within corridors.

   However, the current policy framework identifies urban mobility as a "policy" and "action" rather than being given equal treatment with other interests as a goal. In its present form, the document should establish urban mobility as a state interest comparable to intercity/interstate/international travel and rural access. Urban mobility is critical for both a viable state economy and for the region's ability to meet State Planning Goals. In particular, urban mobility is related to the maintenance of an Urban Growth Boundary and the protection of natural resources outside that boundary, including farm and forestlands.

2. Integration of Urban Mobility and Intercity Objectives. JPACT supports a concept which integrates urban mobility and intercity objectives in urban areas given the complex nature of the demands placed upon the urban transportation system. The integration of both objectives will require a strong ODOT/regional partnership at both the technical and policy levels and clear delineation of responsibilities between the state, regional and local plans.

   JPACT has indicated strong support for the implementation approach currently outlined in the draft Policy Element which

would have the OTP define the minimum expectations within urban areas and adopt the regional plan (for the MPO areas) as the urban element of the state plans, if the minimum state expectations are met. Specifically, JPACT supports the approach outlined in Policy 2B -- Urban Accessibility -- and supporting Action 2B.1 calling for state cooperation with metropolitan planning organizations in the development of integrated transportation plans for urban areas; Policy 2C -- Relationship of Interurban and Urban Mobility -- and supporting Actions 2C.1 and 2C.2 calling for a state-supported arterial system to complement the regional and interurban facilities; and Policy 4I and supporting Actions 4I.1, 4I.2, and 4I.3 outlining the intergovernmental relationships between the state and the metro areas.

As described, through this approach 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 intraregional urban mobility objectives. This approach will ensure that both the state's and the region's interests are met through an integrated urban plan.

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 intraurban travel. Because of the multiplicity of jurisdictions within an urban area (ODOT, cities, counties, transit district), planning for intraregional urban mobility requires a regional approach rather than a state prescriptive approach.

3. Mode Neutrality. The draft Policy Element is mode neutral. While JPACT recognizes the importance of identifying the most cost-effective and efficient transportation solutions regardless of mode, external requirements will likely dictate mode preferences for urban transportation problems. Emission reductions associated with the Clean Air Act Amendments of 1990, per capita vehicle-miles-traveled reduction requirements associated with the State Transportation Rule 12 (Actions 1A.2 and 4I.3), and the proposed bicycle and pedestrian policy (2.D) and Action 1C.4 contained in the draft Policy Element give priority to modes other than the single-occupant auto. The OTP must be consistent with these regulations. Further, non-single occupant auto mode preferences will help balance the urban transportation system which for the past 40 years has accommodated the automobile.

   In sum, the OTP should clearly define a policy framework for favoring an urban passenger movement mode choice which may not be the most cost-effective "transportation" solution but is the one that addresses recent changes in state and federal legislation and is the least disruptive on the built and natural environment.

BEFORE THE COUNCIL OF THE
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WHEREAS, The Oregon Department of Transportation has released the Draft Oregon Transportation Plan (OTP) Policy Element intended to identify areas of statewide transportation concern and to guide transportation planning and investment decisions; and

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   d. State recognition of a need to integrate urban mobility objectives with intercity objectives into a single metropolitan area transportation plan.

2. That the Metro Council, JPACT and TPAC be further involved in the final and specific development of urban-related OTP goals and policies as they are refined.

3. That the working relationship that has been developed between the region and the state and within the region be maintained as a result of the OTP process.

4. That Action 1D.2 of the November, 1991 Draft Policy Element be redrafted to read as follows: "Cooperate with the Department of Environmental Quality in carrying out the

transportation-related requirements of the new Clean Air Act consistent with the long-term air quality goals of the Oregon Benchmarks."

ADOPTED by the Council of the Metropolitan Service District this _____ day of _____, 1991.

_____
Tanya Collier, Presiding Officer

MH:lmk
91-1526.RES
12-3-91

TRANSPORTATION AND PLANNING COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 91-1526, FOR THE PURPOSE OF ENDORSING COMMENTS AND RECOMMENDATIONS REGARDING ODOT'S NOVEMBER 1991 DRAFT OREGON TRANSPORTATION PLAN POLICY ELEMENT

Date: December 11, 1991 Presented by: Councilor Devlin

COMMITTEE RECOMMENDATION: At the December 10, 1991 meeting, the Committee voted 4-0 to recommend Council adoption of Resolution No. 91-1526. Voting in favor were Councilors Bauer, Devlin, Gardner, and Van Bergen. Councilor McLain was excused.

COMMITTEE DISCUSSION/ISSUES: Transportation Director Andy Cotugno reviewed the five areas of concern addressed in the resolution.

Councilor Gardner noted that the draft plan is very general. Mr. Cotugno said the draft plan represents a major departure for ODOT. He said he would be communicating Metro's comments in a letter.

Councilor Devlin asked how the six year program would be made consistent with the transportation plan. Mr. Cotugno said the 6 year program has been an ODOT highway plan for how it spends money. It is still likely to be dominated by highway projects, but could be implemented to target funds for transit. He said he believes plan goals will be addressed in evaluating the 6 year program.

In response to an inquiry from Councilor Gardner, Mr. Cotugno said the draft transportation plan does not explicitly address removal of restrictions on highway revenues, but the language is sufficiently flexible to support funding for all modes. He noted that the public has testified in favor of amending the Constitutional restriction.

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 91-1526 FOR THE PURPOSE OF ENDORSING COMMENTS AND RECOMMENDATIONS REGARDING ODOT'S NOVEMBER, 1991 DRAFT OREGON TRANSPORTATION PLAN POLICY ELEMENT

Date: December 3, 1991 Presented by: Andrew Cotugno

PROPOSED ACTION

Adopt Resolution No. 91-1526 endorsing comments and recommendations regarding the Oregon Department of Transportation's (ODOT's) November, 1991 Draft Oregon Transportation Plan (OTP) for consideration by the Oregon Transportation Commission (OTC). This resolution responds to JPACT directives regarding the draft report. The resolution will be forwarded for ODOT/OTC review at public meetings scheduled for December, 1991 (see schedule below).

TPAC and JPACT have reviewed the November, 1991 Draft of ODOT's Oregon Transportation Plan Policy Element and recommend approval of Resolution No. 91-1526.

FACTUAL BACKGROUND AND ANALYSIS

OTP Background and Purpose

The Oregon Transportation Plan responds to Oregon statutes directing the OTC "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). "Multi-modal" includes aviation, highways, mass transit, pipelines, ports, rails, waterways and other means of transportation.

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The comments contained in Resolution No. 91-1526 highlight the general areas of JPACT concern related to the September, 1991 Draft OTP Policy Element and subsequent TPAC review of the November, 1991 draft. Metro has previously submitted to OTP staff detailed comments and recommendations regarding the draft report on behalf of JPACT. Those comments reflected the issues identified by a TPAC subcommittee which has worked with OTP staff in the development of urban and Regional Transportation Plan (RTP) related OTP policies. In addition, a number of other transportation agencies and local governments in the region have previously commented on the draft Policy Element.

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and promoting the livability of the area.

4. Financing Techniques and Funding Programs. JPACT recommends that available financing and regulatory techniques be targeted in the direction to implement the mode preference. The recommendation is supported through the OTP endorsement of State Transportation Rule 12 which, through goals for reducing per capita vehicle miles traveled and for increasing auto occupancy rates, recognizes the historical inefficiencies of the single occupant auto.

   The OTP also recommends efficiency through Policy 1A and supporting Actions 1B.1 and 1B.2. The OTP describes an efficient system as being "(1) 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." An efficient system, together with Rule 12 requirements, may necessitate mode preference choices in some instances. As such, JPACT supports the OTP Implementation Goal (4) and finance policies (4A through 4F). JPACT further recommends development of a state funding program to implement the OTP which addresses each element of the statewide transportation system and has sufficient flexibility to ensure that transportation decisions are not biased by financing mechanisms.

In discussions of the OTP before both TPAC and JPACT, a desire to maintain the current working relationship between the state and the region was expressed. That relationship begins with a clear understanding of metro area transportation problems by the state, regional, and local governments. That understanding then leads to the development of a single integrated systems plan for the region (the RTP). To maintain that relationship, ODOT Region I must be an equal partner within the region. ODOT Region I must be empowered to be the state transportation body to work with the Portland region to identify state needs for this area and work with the other governments to develop and maintain a single integrated plan as opposed to a hierarchy of state, regional and local plans. The desire to maintain that relationship is expressed in Resolve No. 2 of the resolution.

Resolve No. 4 of Resolution No. 91-1526 reflects comments initiated by DEQ through TPAC discussion at its November 27 meeting. DEQ is concerned that the proposed draft Action 1D.2 is potentially misleading since neither the Department nor the Environmental Quality Commission is considering adopting more stringent tailpipe emission standards than mandated by the new Clean Air Act. Conversely, DEQ notes that there may be good reason for not moving in such a direction. Their recommendation is that any decision to move to more stringent standards be deferred to the deliberations of the Governor's Task Force on motor vehicle emissions in the Portland area. The Task Force was initiated through the 1991 Oregon Legislature and is to report

back to the 1993 Legislature. The language as recommended in Resolve No. 4 recognizes the new Clean Air Act in general while being consistent with the broad policy direction of the OTP.

OTP Schedule

JPACT will further review the latest draft of the Policy Element and Resolution No. 91-1526 on December 12. The Metro Council Transportation and Planning Committee will review the resolution on December 10, with full Council review scheduled for December 19. The OTC will release a Public Review Draft of the Policy Element in early December. Public meetings on that draft will then be held with four meetings scheduled in the Portland area as follows:

December 9, 1:30 p.m. and 7:30 p.m.
Gresham City Hall (Rooms A and B)

December 10, 3:00 p.m.
Metro (Conference Room 440)

December 11, 7:30 p.m.
Twality Junior High Cafeteria - Tigard

December 12, 1:30 p.m. and 7:30 p.m.
Clackamas County Offices (Conference Room A)
902 Abernethy Road - Oregon City

Resolution No. 91-1526 will provide the basis of JPACT-related comments at those meetings. All comments received at the public meeting will then be summarized and forwarded to the OTP Policy Advisory Committees and the OTP Steering Committee, which includes the OTC. Formal OTC hearings and adoption of the Policy Element are currently being planned for next summer to correspond with the completion of the OTP System Element. Additional JPACT-related comments and testimony are likely at that time.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 91-1526.

91-1526.RES
MH:lmk
12-3-91

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

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ADOPTED by the Council of the Metropolitan Service District this _____ day of _____, 1991.

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Tanya Collier, Presiding Officer

MH:lmk
91-1526.RES
12-13-91

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 91-1526 FOR THE PURPOSE OF ENDORSING COMMENTS AND RECOMMENDATIONS REGARDING ODOT'S NOVEMBER, 1991 DRAFT OREGON TRANSPORTATION PLAN POLICY ELEMENT

Date: December 3, 1991 Presented by: Andrew Cotugno

PROPOSED ACTION

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TPAC and JPACT have reviewed the November, 1991 Draft of ODOT's Oregon Transportation Plan Policy Element and recommend approval of Resolution No. 91-1526.

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OTP Background and Purpose

The Oregon Transportation Plan responds to Oregon statutes directing the OTC "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). "Multi-modal" includes aviation, highways, mass transit, pipelines, ports, rails, waterways and other means of transportation.

As stated in its Executive Summary, the purpose of the OTP 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. The practical purpose of the plan is to establish a policy framework for transportation planning and investment decisions for the state over the next 20 to 40 years.

The Policy Element is the first of two major OTP documents. It identifies transportation-related policy directives for land use, economic development and efficiency, environmental responsibility, technology and safety. It also develops urban, intercity, rural, freight and safety system policies and implementation policies.

The second OTP document is the System Element for which initial work is now beginning. Together as the OTP, the two elements will comprise the state's overall transportation strategy. As such, implementing documents such as the Oregon Highway Plan, the Six-Year Transportation Improvement Program and individual corridor plans will have to be consistent with the OTP framework and guidelines. Similarly, as discussed below, the OTP must be consistent with federal legislation and state planning requirements.

Portland Metropolitan Area Comments

The comments contained in Resolution No. 91-1526 highlight the general areas of JPACT concern related to the September, 1991 Draft OTP Policy Element and subsequent TPAC review of the November, 1991 draft. Metro has previously submitted to OTP staff detailed comments and recommendations regarding the draft report on behalf of JPACT. Those comments reflected the issues identified by a TPAC subcommittee which has worked with OTP staff in the development of urban and Regional Transportation Plan (RTP) related OTP policies. In addition, a number of other transportation agencies and local governments in the region have previously commented on the draft Policy Element.

1. Urban Mobility Recognition. JPACT applauds the recognition within the draft Policy Element of the importance of adequate intraregional urban mobility. Specifically, JPACT supports Policy 1A -- Balance -- and supporting Action 1A.1 intended to design systems and facilities that accommodate multiple modes and cost-effective choices within corridors.

   However, the current policy framework identifies urban mobility as a "policy" and "action" rather than being given equal treatment with other interests as a goal. In its present form, the document should establish urban mobility as a state interest comparable to intercity/interstate/international travel and rural access. Urban mobility is critical for both a viable state economy and for the region's ability to meet State Planning Goals. In particular, urban mobility is related to the maintenance of an Urban Growth Boundary and the protection of natural resources outside that boundary, including farm and forestlands.

2. Integration of Urban Mobility and Intercity Objectives. JPACT supports a concept which integrates urban mobility and intercity objectives in urban areas given the complex nature of the demands placed upon the urban transportation system. The integration of both objectives will require a strong ODOT/regional partnership at both the technical and policy levels and clear delineation of responsibilities between the state, regional and local plans.

   JPACT has indicated strong support for the implementation approach currently outlined in the draft Policy Element which

would have the OTP define the minimum expectations within urban areas and adopt the regional plan (for the MPO areas) as the urban element of the state plans, if the minimum state expectations are met. Specifically, JPACT supports the approach outlined in Policy 2B -- Urban Accessibility -- and supporting Action 2B.1 calling for state cooperation with metropolitan planning organizations in the development of integrated transportation plans for urban areas; Policy 2C -- Relationship of Interurban and Urban Mobility -- and supporting Actions 2C.1 and 2C.2 calling for a state-supported arterial system to complement the regional and interurban facilities; and Policy 4I and supporting Actions 4I.1, 4I.2, and 4I.3 outlining the intergovernmental relationships between the state and the metro areas.

As described, through this approach 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 intraregional urban mobility objectives. This approach will ensure that both the state's and the region's interests are met through an integrated urban plan.

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 intraurban travel. Because of the multiplicity of jurisdictions within an urban area (ODOT, cities, counties, transit district), planning for intraregional urban mobility requires a regional approach rather than a state prescriptive approach.

3. Mode Neutrality. The draft Policy Element is mode neutral. While JPACT recognizes the importance of identifying the most cost-effective and efficient transportation solutions regardless of mode, external requirements will likely dictate mode preferences for urban transportation problems. Emission reductions associated with the Clean Air Act Amendments of 1990, per capita vehicle-miles-traveled reduction requirements associated with the State Transportation Rule 12 (Actions 1A.2 and 4I.3), and the proposed bicycle and pedestrian policy (2.D) and Action 1C.4 contained in the draft Policy Element give priority to modes other than the single-occupant auto. The OTP must be consistent with these regulations. Further, non-single occupant auto mode preferences will help balance the urban transportation system which for the past 40 years has accommodated the automobile.

   In sum, the OTP should clearly define a policy framework for favoring an urban passenger movement mode choice which may not be the most cost-effective "transportation" solution but is the one that addresses recent changes in state and federal legislation, ~~and~~ is the least disruptive on the built and natural environment, and would be the most effective in

maintaining and promoting the livability of the area.

4. Financing Techniques and Funding Programs. JPACT recommends that available financing and regulatory techniques be targeted in the direction to implement the mode preference. The recommendation is supported through the OTP endorsement of State Transportation Rule 12 which, through goals for reducing per capita vehicle miles traveled and for increasing auto occupancy rates, recognizes the historical inefficiencies of the single occupant auto.

   The OTP also recommends efficiency through Policy 1A and supporting Actions 1B.1 and 1B.2. The OTP describes an efficient system as being "(1) 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." An efficient system, together with Rule 12 requirements, may necessitate mode preference choices in some instances. As such, JPACT supports the OTP Implementation Goal (4) and finance policies (4A through 4F). JPACT further recommends development of a state funding program to implement the OTP which addresses each element of the statewide transportation system and has sufficient flexibility to ensure that transportation decisions are not biased by financing mechanisms.

In discussions of the OTP before both TPAC and JPACT, a desire to maintain the current working relationship between the state and the region was expressed. That relationship begins with a clear understanding of metro area transportation problems by the state, regional, and local governments. That understanding then leads to the development of a single integrated systems plan for the region (the RTP). To maintain that relationship, ODOT Region I must be an equal partner within the region. ODOT Region I must be empowered to be the state transportation body to work with the Portland region to identify state needs for this area and work with the other governments to develop and maintain a single integrated plan as opposed to a hierarchy of state, regional and local plans. The desire to maintain that relationship is expressed in Resolve No. 2 of the resolution.

Resolve No. 4 of Resolution No. 91-1526 reflects comments initiated by DEQ through TPAC discussion at its November 27 meeting. DEQ is concerned that the proposed draft Action 1D.2 is potentially misleading since neither the Department nor the Environmental Quality Commission is considering adopting more stringent tailpipe emission standards than mandated by the new Clean Air Act. Conversely, DEQ notes that there may be good reason for not moving in such a direction. Their recommendation is that any decision to move to more stringent standards be deferred to the deliberations of the Governor's Task Force on motor vehicle emissions in the Portland area. The Task Force was initiated through the 1991 Oregon Legislature and is to report

back to the 1993 Legislature. The language as recommended in Resolve No. 4 recognizes the new Clean Air Act in general while being consistent with the broad policy direction of the OTP.

OTP Schedule

JPACT will further review the latest draft of the Policy Element and Resolution No. 91-1526 on December 12. The Metro Council Transportation and Planning Committee will review the resolution on December 10, with full Council review scheduled for December 19. The OTC will release a Public Review Draft of the Policy Element in early December. Public meetings on that draft will then be held with four meetings scheduled in the Portland area as follows:

December 9, 1:30 p.m. and 7:30 p.m.
Gresham City Hall (Rooms A and B)

December 10, 3:00 p.m.
Metro (Conference Room 440)

December 11, 7:30 p.m.
Twality Junior High Cafeteria - Tigard

December 12, 1:30 p.m. and 7:30 p.m.
Clackamas County Offices (Conference Room A)
902 Abernethy Road - Oregon City

Resolution No. 91-1526 will provide the basis of JPACT-related comments at those meetings. All comments received at the public meeting will then be summarized and forwarded to the OTP Policy Advisory Committees and the OTP Steering Committee, which includes the OTC. Formal OTC hearings and adoption of the Policy Element are currently being planned for next summer to correspond with the completion of the OTP System Element. Additional JPACT-related comments and testimony are likely at that time.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 91-1526.

91-1526.RES
MH:lmk
12-3-91

the following recommendations:

1. That the Metro Council and JPACT support an OTP Policy Element that includes:

   a. State recognition of adequate urban mobility as a critical state need.

   b. State support for non-single occupant auto mode preferences over node neutral choices for urban passenger transportation in the Portland metropolitan area and state support for financing and regulatory techniques which target the mode preference and are based on a full and total cost equation.

   c. State implementation of a funding program to implement the OTP which addresses each element of the statewide transportation system and has sufficient flexibility to ensure transportation decisions are not biased by financing mechanisms.

   d. State recognition of a need to integrate urban mobility objectives with intercity objectives into a single metropolitan area transportation plan.

2. That the Metro Council, JPACT and TPAC be further involved in the final and specific development of urban-related OTP goals and policies as they are refined.

3. That the working relationship that has been developed between the region and the state and within the region be maintained as a result of the OTP process.

4. That Action 1D.2 of the November, 1991 Draft Policy Element be redrafted to read as follows: "Cooperate with the Department of Environmental Quality in carrying out the

D R A F T

# OREGON TRANSPORTATION PLAN
# POLICY ELEMENT

PUBLIC REVIEW DRAFT ONE

Oregon Department of Transportation
Strategic Planning Section

November, 1991

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## EXECUTIVE SUMMARY

### THE VISION

Travelers on the Oregon Trail came by foot, horseback and covered wagon, and sometimes by raft and canoe. Since those early pioneer days, transportation has played a vital role in Oregon's growth and development. From the first pioneers to traverse the Oregon Trail, to the early river boat service on the Willamette and Columbia Rivers, to the ports, railroads and highway system that link the state to the nation and the world, a strong, efficient transportation system has been crucial to the state's development.

Oregonians envision 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 system all forms of transportation 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.

Transportation systems support statewide land use goals, and regional and local land use plans. As transportation facilities support the development of compact urban areas, land use patterns will 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. Oregon's natural beauty is enhanced by the preservation of scenic transportation corridors.

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

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 Oregon Transportation Plan.

## THE GOALS

**The purpose of the Oregon Transportation Plan is to promote economic prosperity and livability for all Oregonians by guiding the development of a safe, convenient and efficient transportation system.**

Oregon has a transportation system that has been crucial to the state's development. But today we are at a crossroads in transportation, a crossroads that presents opportunities and challenges and once again requires vision on the part of the state, its citizens and its industry as the state grows, changes and diversifies.

Over the next 40 years Oregon's population is projected to reach 4 million. The state's economy will continue to diversify so that high value manufacturing and services will be important industries along with wood products and agriculture. Air quality and energy conservation will be important concerns as the use of inefficient motor vehicles and congestion increases. New forms of land development will be required to avoid the type of urban sprawl that has destroyed the livability of many American cities and limited opportunities for public transit, bicycling and walking.

While new technology can help to make travel more efficient, we need to move in new directions too. The Oregon Transportation Commission and members of five policy advisory committees have been discussing possible directions. The more than 70 committee members, including local elected officials, transportation industry representatives, members of the general public and state agency representatives, have been considering urban mobility, rural access, freight productivity, safety and finance issues. The results of their discussions are the vision, goals, policies and actions recommended in this draft Transportation Policy Element. They reflect the committees' concerns with the characteristics of the transportation system, livability, economic development and implementation of the new transportation directions.

## 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:**

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

The transportation system must be designed and developed so that people have transportation choices in going from place to place. In urban areas people should be able to choose to commute, for example, by carpool, public transit or bicycle as well as by auto. Freight shippers need competitive services to hold down rates and encourage innovation.

The system must be efficient. Transportation agencies need to make decisions about whether to add lanes to freeways or to build light rail lines based on their full costs, including the costs to the environment and the community. User charges, such as gas taxes and vehicle registration fees, must reflect the cost of reducing air pollution in addition to road construction and maintenance.

Transportation services must be accessible to all potential users, including the young, the elderly and the disabled. Public transportation and transportation for special groups, like the elderly, must be coordinated to provide more effective service.

The system must be environmentally responsible. Vehicle emission standards and efforts to reduce the vehicle miles traveled per capita will improve air quality and reduce energy consumption. Routing plans will improve the transportation safety of hazardous materials.

Statewide transportation corridors must provide access for people and goods to all areas of the state, nation and the world. Travelers must be able to transfer easily from public transit to rail or plane. Freight must be easily shifted from truck to rail to ship or plane to take advantage of the most efficient mode.

Safety standards must target roadway design and education for drivers of all types of vehicles. Increased law enforcement is needed to reduce accidents related to excessive speed, alcohol and drug use.

The transportation system must have financial stability. Investments in highways and other transportation infrastructure must be protected, and transportation services must be reliable.

## 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.**

Oregon's transportation system must support statewide land use goals and regional, city and county land use plans. Transportation facilities and services should support development of compact urban areas. Land use developments need to be designed so that people can live, work and shop in the same area. Walkways and bikeways should make walking and bicycling safe and

convenient, and give access to public transit. Access controls on intercity routes should be used to reduce congestion.

In rural communities the state must define and assure appropriate minimum levels of transportation service to provide access to all parts of the state. Bus services need to be stimulated, and rural highways and bicycle routes need to be improved to provide safe travel. Since rural areas of Oregon vary greatly in their needs, transportation solutions may be tailored to specific areas.

Scenic vistas and aesthetic values that support our environmental quality and economic development must be included in the design and improvement of transportation corridors.

## GOAL 3 - ECONOMIC DEVELOPMENT

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

To foster economic development, people and goods must travel by the most efficient means possible. One mode must be connected with others through intermodal hubs which allow goods to move from truck to rail to ship or plane. Hubs that link truck and rail may also substitute for inefficient rail branch lines that are abandoned.

Adequate facilities for rail service, air freight and marine ports must be maintained. Ports will be encouraged to work together to increase Oregon's competitiveness in international trade. Since the ports on the Columbia River share the river system, the state wants to maintain strong working relationships with Washington and Idaho Columbia River communities.

Air connections must link all parts of Oregon to all parts of the nation and the world. Passenger terminals must be developed to allow efficient and convenient movement of people between modes.

## GOAL 4 - IMPLEMENTATION

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

Transportation financing must be both stable and flexible. Those who use and benefit from the transportation system should pay the full costs. The finance system must provide equity among alternative transportation modes, state, regional and local jurisdictions, all regions of the state and individuals and businesses.

These principles will guide development of a specific financial system when the more detailed analysis of the Transportation Plan is complete. This analysis, or Multimodal System Element, will outline the transportation network for the state; it will specify an implementation strategy, develop planning and performance measures for more detailed plans, and estimate the developmental costs of the state transportation system.

Implementation policies recognize that the highway system must be managed so that steps are taken to ease the demands on the system before new facilities are constructed. This can be done by reducing peak period travel and improving the traffic flow through such means as ramp metering and bus bypass lanes. In the future, congestion pricing or toll systems may be an important element of urban freeway management.

The state will support the development of innovative management practices, new technologies and other techniques that help to carry out the implementation of the Transportation Plan. Partnerships with universities and private industry will promote transportation research.

Further refinement and implementation of the Transportation Plan will depend on the cooperation of regional and local governments, the private sector and the citizens of Oregon. The Land Conservation and Development Commission Transportation Planning Rule requires regional and local governments to be consistent with the state transportation plan, but the state will also adopt regional transportation plans when they meet established criteria. The result should be a coordinated and complementary transportation system.

The Transportation Plan depends on the full involvement of the citizens and the private sector in Oregon. Many of the policies and actions will require private investment. Most depend on public consensus for change. All are now open for public comment and discussion.

# OREGON TRANSPORTATION PLAN
# POLICY ELEMENT

## INTRODUCTION

**The purpose of the Oregon Transportation Plan is to promote economic prosperity and livability for all Oregonians by guiding the development of a safe, convenient and efficient transportation system.**

Oregon has long relied upon its transportation system. From the first pioneers to traverse the Oregon Trail, to the early river boat service on the Willamette and Columbia Rivers, to the ports, railroads and highway system that link the state to the nation and the world, a strong, efficient transportation system has been crucial to the state's development.

Today Oregon's local roads and urban transit systems are relatively efficient and uncongested by comparison to many other areas of the nation. A well-developed highway system provides efficient access to many 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 our 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 1991 federal transportation legislation will provide initiatives in both highways and public transit.

Opportunities exist to improve the serviceability of our urban and rural transportation systems, to link transportation and land use planning more effectively, and to develop new land use patterns that enhance quality of life for almost 4 million people who are projected to live in Oregon in 2030. Opportunities exist to further develop our rail, ports, highways and aviation systems, to expand markets for Oregon products, to link all parts of the state more effectively, 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 we do not continue to develop and improve our transportation systems. Just the projected population growth of almost one million people by 2012 will further congest the highway system. Even now, auto emissions endanger air quality in metropolitan areas, but commuters often

have little choice for transportation except to use private automobiles. Many rural areas have inadequate air, rail or intercity bus services. State and local funds for transportation facilities and service improvements are inadequate.

The basis of the Oregon Transportation Plan is that we can solve these problems and realize 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.

**Public Review Process and Calendar**

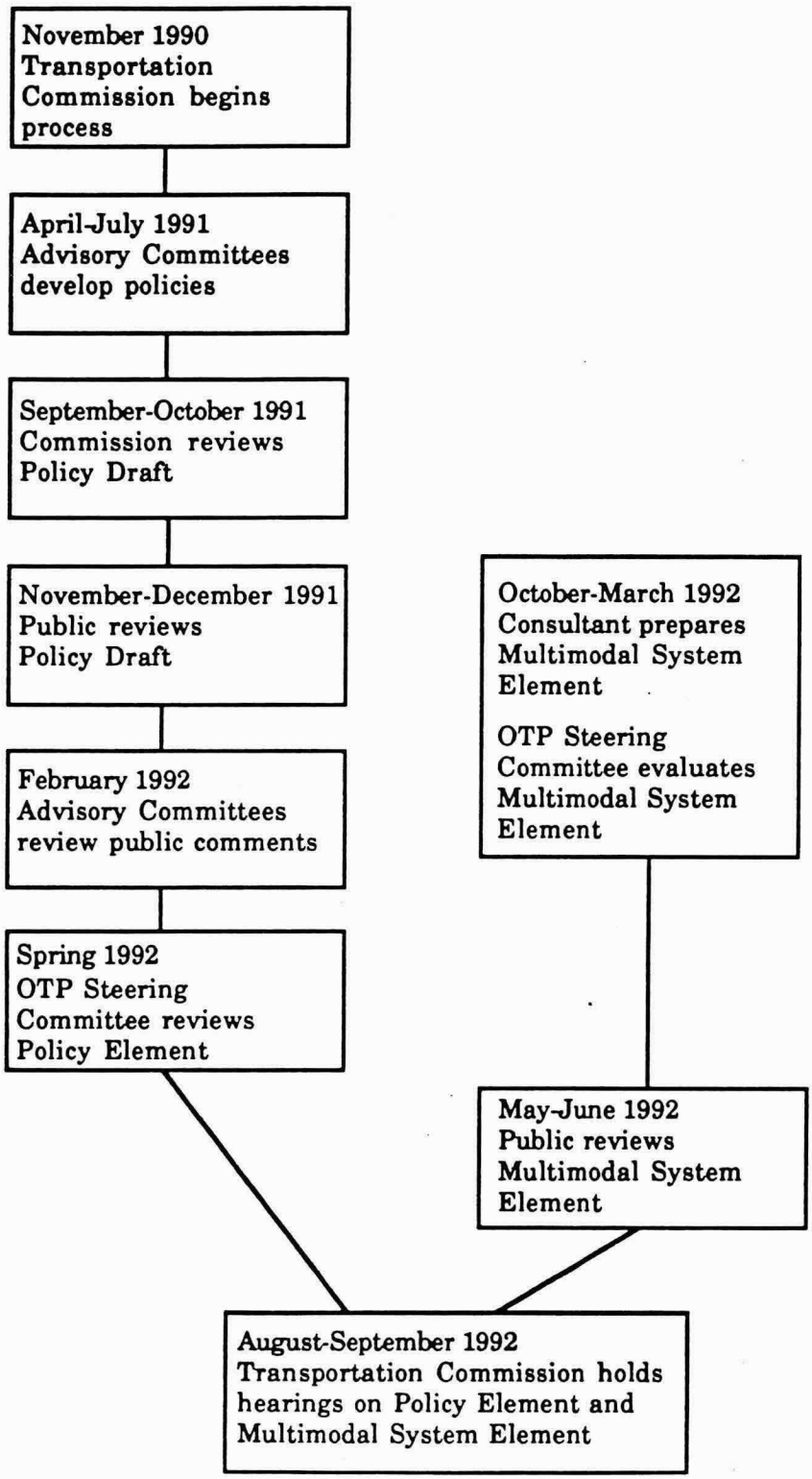
The Oregon Transportation Plan has two major parts: the Policy Element and the Multimodal System Element. Five policy advisory committees involving over 70 citizens participated in developing the goals and policies in this Draft Policy Element. The committees had the assistance of several consultants and the active participation of the Oregon Transportation Commission. Accordingly, the goals and policies represent a broad cross section of ideas and expertise. In most cases they also represent a consensus of those who participated in the process. In some areas, the reader may find them inadequate, controversial, or deserving of additional emphasis. For that reason, the Oregon Transportation Commission is seeking ideas and comments on this document from interested citizens.

Public meetings on this Draft Policy Element are being held throughout Oregon in November and December. During the first part of 1992, the comments and suggestions made during this process will be reviewed by the five policy advisory committees and by the Transportation Commission and changes will be made to this draft. At the same time, preparation will be underway on the Multimodal System Element which will show how the goals and policies can be implemented. Public meetings on the System Element are scheduled for late spring and early summer in 1992. The Transportation Commission expects to hold public hearings on the Policy Element and System Element in August and September 1992. (See Figure 1.)

**Organization of the Draft**

The Policy Element of the Oregon Transportation Plan has three parts: First, a discussion of the vision for transportation that resulted in the policies contained in the document. Second, the goals, policies and actions proposed to achieve the vision of the plan. Third, an outline of the planning program which will lead to specific plans, programs and policies to be implemented beginning with the 1993 Legislative Session.

# FIGURE 1
# OREGON TRANSPORTATION PLAN PROCESS



# A VISION TO GUIDE THE OREGON TRANSPORTATION 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 livability 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 resources and 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.**

Transportation is a part of the vision for Oregon articulated in the Land Conservation and Development Commission's (LCDC) Statewide Planning Goals and Guidelines and in the Oregon Benchmarks. The statewide planning goals reflect the concerns of hundreds of citizens who participated in numerous public meetings held throughout the state in the 1970s and who have participated in updating them since then. The Oregon Benchmarks were developed by the Oregon Progress Board in 1990 after a series of public meetings and were adopted as state objectives by the 1991 Legislature.

The statewide planning goals directly relating to transportation envision a safe, convenient and economic transportation system that maintains and improves air and water quality, satisfies recreational needs, conserves energy, protects estuaries, protects natural and scenic resources, and provides adequate opportunities throughout the state for a variety of economic activities. It requires planning and developing a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

The Benchmarks envision Oregon as a place with an exceptional people, an outstanding quality of life and a diverse, robust economy. Oregon's natural environment is clean, beautiful and accessible. Oregon's communities are attractive, workable, affordable, safe and enriching places to live and work. The state is moving toward a diversified economy which generates productive jobs and higher incomes for all Oregonians.

In working toward this vision of livable communities, economic prosperity and the transportation system that will serve them, we must consider where we are going and what are the implications for transportation.

**Population and Transportation Projections - Preparing for Changing Needs**

Oregon's population will grow faster than the nation's for most of the next 40 years. According to ODOT's forecasts, Oregon's population is projected to increase from 2.8 million in 1990 to 3.8 million in 2012 and to almost 4.0 million in 2030. Most of this growth will take place in the Willamette Valley, where population densities will approach those of more urban states. Much of the state's growth will take place in suburban areas.

At the same time, the declining population growth in Eastern Oregon will be reversed, and Eastern and Southern Oregon will have healthy, more diverse economies. 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. Congestion will become an increasing problem, especially in the Portland metropolitan area. Links to rural areas must be maintained and enhanced in order to serve both those areas and the economy of regions outside of the Willamette Valley.

Nationally, personal transportation use--the number of private vehicle trips, vehicle miles traveled (VMT) and vehicles owned per household--has increased faster than population. If present VMT growth trends continue unchanged, VMT will double over the next 20 years. However, several factors could diminish this rapid growth: The boom in additional workers, especially the addition of women to the work force, is over. The possession of driver's licenses among adults is at saturation levels. The population is aging, and people over 45 traditionally drive less. Oregon's coordinated land use and transportation planning processes will have a positive impact on urban form and travel needs and patterns. In the Portland, Salem, Eugene and Medford metropolitan areas, the LCDC Transportation Planning Rule requires a 20 percent reduction in VMT per capita within the next 30 years.

**Economic Development - Expanding Access to a World Economy**

During the next 40 years, the Oregon economy will continue to diversify. While the natural resource-based industries (particularly wood products and agriculture) will continue to be important, our economy will move toward a transition of greater reliance upon a more diversified mix of manufacturing industries and services. Agriculture and wood products will look far different than they do today, as higher value products are introduced. Tourism will continue to play an important economic role in many areas of the state.

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 could be a major beneficiary of open European markets.

**Transportation Implications** - All Oregon businesses need access to markets for buying and selling goods, but the connections of all modes to the international economy will be a significant requirement of this vision of Oregon's economic future. The commodities that travel to other states and nations will be of higher value. Thus, they 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.

To achieve a more diversified economy, the Benchmark objectives adopted by the 1991 Legislature direct us (1) to greatly increase the access of direct air and marine transportation to cities and ports nationwide and worldwide, (2) to maintain and improve our roads and bridges, and (3) to increase the availability of intercity transportation on highways, airports and public ground transportation.

**The Environment - Protecting Oregon's Quality of Life**

Oregonians will continue to prize the beauty of the landscape and the quality of the environment. We respect the natural systems that make up the environment and are dedicated to their preservation. We enjoy the state's natural and scenic resources including its waterways, recreational areas and historic sites. We want our communities to be attractive, secure places, accessible to the natural and cultural attractions of the state.

But, in spite of efforts to reduce air pollution, a number of areas in Oregon do not meet federal air quality standards. While auto emission devices have decreased pollution levels, the increased use of automobiles and increased congestion in recent years are reversing the decline in carbon monoxide and ozone levels.

Concentrations in the atmosphere of certain gases, including carbon dioxide, are warming the Earth's surface, possibly resulting in changes to the climate. In Oregon, transportation contributes about 54 percent of the state's carbon dioxide emissions. The oil-dependent transportation system also makes our economy vulnerable to disruptions in the oil market.

Protection of water quality, wetlands, estuaries and endangered species is becoming increasingly difficult as the population grows and competition among land uses increases. Handling and disposal of hazardous materials is also growing more complex.

**Transportation Implications** - Transportation services and facilities will have to comply with an increasing number of federal and state statutes and regulations to protect environmental quality.

The 1990 Clean Air Act requires that areas in violation of federal air quality standards meet stringent emission reduction targets and prove that transportation plans and programs contribute to the attainment of air quality standards. The reduction of auto emissions, particularly in metropolitan areas, 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.

The Benchmark objectives adopted by the 1991 Legislature also call for air quality to be increased, the use of single occupancy vehicles reduced, and the use of transit increased. The objectives would greatly increase the number of commuters who travel to work by means other than single occupancy vehicles, but maintain or reduce commuting time in urban areas.

The LCDC Transportation Rule likewise calls for Oregonians to increasingly use transit and other transportation alternatives as vehicle miles of travel per capita in metropolitan areas is reduced by 20 percent in the next 30 years.

The Clean Water Act, the Endangered Species Act and other federal legislation and regulations protecting wetlands, historic sites, parks and recreational areas and game refuges will continue to be major factors in transportation planning and project development. State protection of estuaries will also continue to be important.

**Land Use - Changing Development Patterns**

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 and developing its economy.

Although urban growth boundaries have discouraged urban development in rural areas, metropolitan areas have developed at a level of density and in patterns that often discourage the use of public transit, bicycles and pedestrian walkways. Low density development has resulted in the kind of sprawl that creates congestion and air pollution. Transportation facilities often have not supported local land use plans and vice versa.

To create more livable communities and to encourage the use of transportation alternatives to the single occupancy vehicle, land use policies are changing to support:

- Downtown cores that maintain healthy central hubs for commerce within an urban region.
- Increased density for efficient use of urban land balanced by open space areas and better residential 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 come into contact with autos.
- Mixed use developments where housing, daycare, schools, commercial areas and employment can be close together to minimize travel.
- Filling in development in existing urban areas to incorporate higher density and mixed use developments.

The vision is for compact cities surrounded by farm land and open space. Even the so-called suburbs will have small city atmospheres with many more people living in the same suburb in which they work.

In rural communities 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. Scenic attractions will enhance the tourist industry.

**Transportation Implications** - For transportation, this view of land use has two significant implications. First, transportation policy should favor more compact, mixed use, pedestrian friendly developments, both because they make transportation more efficient and because they accomplish a more desirable pattern of development. Designing land use and transportation patterns where conflicts among pedestrians, bicycles, automobiles and transit are minimized will also make the system safer. Second, facilities must be designed in such a way as to support locally adopted comprehensive plans.

In rural areas, enhanced levels of transportation and connections between modes will improve access and economic development. Concern for scenic vistas and access to outdoor recreation sites will enhance the tourist industry and the travel experiences of Oregonians and visitors to the state.

**Technology - Innovations for Use Today and Tomorrow**

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 may 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 will replace large centralized offices. This may affect transportation by reducing commuting distances for many people and by adding to the economic stability of some rural and suburban communities. However, those who work at home may make more day-time trips to run errands and provide transportation for children.

Advanced electronics also will improve the efficiency and comfort of every type of transportation system. Automobiles may operate in self-guided modes on freeways, or "smart highways," while onboard computers do everything from adjusting engine performance to recommending travel routes based on information about road conditions and congestion.

Another aspect of transportation technology that is expected to continue far into the next century is the gain in efficiency. This may be achieved without dramatic 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 highways and better traffic control. Traffic management devices will be able to restrict vehicle use during peak periods and charge drivers according to the time and distance of their use. These same factors will improve the operation of other modes as well.

These gains in efficiency will also improve the prospect for high speed rail, although their use will continue to be limited to very high density corridors.

Technology will also help improve traffic safety. Vehicle improvements that prevent crashes and injury in crashes, such as airbags, anti-roll devices and speed governors, are possible now. In the future, monitors similar to airline "black boxes" will be able to record and transmit vehicle operation patterns to police or others for review of driver behavior, particularly behavior related to speed or alcohol and drug use.

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 vessels. These will add to the efficiency of international trade and travel but will require changes in port and airport infrastructure.

**Transportation Implications** - There does not appear to be anything 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 of these technologies 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 that owns the airports, highways and ports but the private sector that operates the transportation equipment and services which use the facilities.

# GOALS AND POLICIES FOR OREGON TRANSPORTATION IN THE 21ST CENTURY

## GOAL 1 : CHARACTERISTICS OF THE SYSTEM

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

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

The vision for Oregon's future calls for the setting of new priorities in transportation planning, financing and development. To clearly chart new directions for the 21st Century, Oregonians must first determine what the basic characteristics of the transportation system should be. The desire to improve the quality of life and economy suggests that the transportation system should provide a variety of modal choices balanced by the knowledge that some modes are by nature more efficient for a particular purpose than others. Goods should be able to move by truck, rail, barge or airplane, but bulk goods going long distances may move more efficiently on one mode than on others. The system should serve its users efficiently and, at the same time, be environmentally responsible. The system should be safe to use, be accessible to all groups of society, and connect places and various modes together in an integrated network. Finally, to be effective, the transportation system should be financed in an equitable and stable manner.

Although the goal is to provide an overall transportation system that displays all of these characteristics, decisions on specific facilities and services will require balancing some characteristics with others.

### POLICY 1A - Balance

It is the policy of the State of Oregon to provide a balanced transportation system. A balanced transportation system is one that provides appropriate transportation options and takes advantage of the inherent efficiencies of each mode.

### ACTION 1A.1

Design systems and facilities that accommodate multiple modes within corridors where appropriate, and encourage their integrated use in order to provide users with cost-effective choices of travel within corridors.

### ACTION 1A.2

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

## 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 (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. Employ economic, social and environmental impacts as a part of the transportation planning and project design process. 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 commensurately with the total costs of operations and improvements. Such programs might include:

- Automobile emissions charges based on vehicle miles traveled (VMT) and relative vehicle emissions.
- Road access pricing for major traffic generators.
- Employee parking charges in urban areas.
- User charges.

**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.4**

Preserve corridors for future transportation development. Consider obtaining, developing and using those abandoned rail rights-of-way that are in the public interest for transportation system improvements. Consider using abandoned rail corridors for bicycle and walking trails and for utility and communication corridors as interim uses.

**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**

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.

**ACTION 1C.2**

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

**ACTION 1C.3**

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

**ACTION 1C.4**

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

### ACTION 1C.5

Assure that the services of private and public transportation providers are coordinated. Integrate public and special purpose transportation services.

## POLICY 1D - Environmental Responsibility

**It is the policy of the State of Oregon to provide a transportation system that is environmentally responsible.**

### ACTION 1D.1

Minimize transportation-related energy consumption through improved 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

Positively 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 or mitigate their effects on the environments.

### ACTION 1D.4

**Assure the safe, efficient transport of hazardous materials within Oregon.**

- 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 the development of requirements for the visible signing of contents of carriers.

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

- Require that local, 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.

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

**POLICY 1E - Connectivity among Places**

**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 1E.1**

Identify travel demand for people, goods and services among Oregon cities and provide for multimodal corridors to facilitate such travel.

**ACTION 1E.2**

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

**ACTION 1E.3**

Consider transportation issues that extend beyond state borders in the state systems plan.

**ACTION 1E.4**

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

**ACTION 1E.5**

Complete the Access Oregon Highways Program.

**ACTION 1E.6**

Protect the integrity of statewide transportation corridors and facilities from encroachment by such means as controlling access to state highways, minimizing rail crossings and controlling incompatible land use around airports.

## POLICY 1F - 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 1F.1

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

### ACTION 1F.2

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

### ACTION 1F.3

Encourage development of intermodal passenger and freight facilities to encourage effective shifts among modes as well as in routes.

## POLICY 1G - Safety

**It is the policy of the State of Oregon to improve the safety of the transportation system for operators, passengers, pedestrians, recipients of goods and property owners.**

### ACTION 1G.1

In a Safety Action Plan for all modes of transportation, develop standards that address facility design, driver education, and coordination and enhancement of enforcement activities.

### ACTION 1G.2

Reduce the injury and fatality rates among operators, passengers, bicyclists and pedestrians from motor vehicle crashes in Oregon.

- Improve enforcement of safety laws and regulations especially those relating to violations of speed, alcohol and drug, and safety seat belt laws.
- Continue to require mandatory use of helmets for motorcycle drivers and passengers.

- Coordinate state agencies to devote more and better targeted resources to traffic enforcement, especially on routes with high injury and fatality rates.

**ACTION 1G.3**

Coordinate work with other groups to reduce alcohol- and drug-related accidents in the operation of airplanes, boats and motor vehicles.

**ACTION 1G.4**

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.
- Work with national organizations such as the National Highway Traffic Safety Administration, 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 1G.5**

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

**ACTION 1G.6**

Design transportation facilities, services and improvements with consideration for the safety of the users.

**ACTION 1G.7**

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

## POLICY 1H - Financial Stability

**It is the policy of the State of Oregon to ensure a transportation system with financial stability. Funding programs should not bias transportation decision making.**

### ACTION 1H.1

Provide balanced funding for transportation facilities and services and seek legislative and voter approval where necessary.

### ACTION 1H.2

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

### ACTION 1H.3

Give priority to funding those transportation needs identified in state, regional and local transportation system plans.

# 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.**

## LAND USE

Oregon's population is projected to grow by 1.2 million people over the next 40 years. In other terms, 1.2 million people is the equivalent of 12 cities the size of Salem, or 60 cities the size of Bend.

In order to accommodate this population growth and still protect our livability, Oregonians will increasingly use land use policy as the primary tool to guide development of the state. Since transportation systems and facilities heavily influence land development patterns, future transportation plans prepared by all levels of government will be designed to support adopted comprehensive land use plans that comply with statewide land use goals.

Past land use development has tended to separate residential areas from employment and commercial centers requiring people to drive almost everywhere they go. The result has been increased congestion and air pollution in the metropolitan areas and diminished livability. Transportation systems development will need to support concepts of mixed use land development, compact cities, and connections among various transportation modes to make walking, bicycling and the use of public transit easier.

The State Agency Coordination Agreement between the Department of Transportation (ODOT) and the Land Conservation and Development Commission (LCDC) ensures that acknowledged land use plans and transportation plans are compatible. The Transportation Planning Rule (660-12), prepared by ODOT and LCDC, encourages reduced use of the automobile and requires cities and counties to plan for the use of other modes of transportation including public transit and bicycle and pedestrian routes. In the Portland, Salem, Eugene and Medford metropolitan areas, the rule requires a 20 percent reduction of vehicles miles traveled per capita in the next 30 years.

## POLICY 2A

**It shall be the policy of the State of Oregon to develop state transportation plans and policies that implement Oregon's Statewide Planning Goals, as adopted by the Land Conservation and Development Commission.**

### ACTION 2A.1

Support local land use planning with system plans that implement this policy, 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 the certified ODOT/LCDC State Agency Coordination Agreement.

### 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.

## URBAN MOBILITY

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 influenced 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 urban destinations, the present freeway system further encourages sprawl development. Attempting to maintain high speeds on interurban 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.

The Urban Mobility policies are applicable to both metropolitan areas and cities with urban growth boundaries. The Rural Accessibility policies are also applicable to small cities located away from metropolitan areas and other central cities as well as to unincorporated areas and communities.

### POLICY 2B - Urban Accessibility

**It is the policy of the State of Oregon to provide balanced, multimodal accessibility to existing and new development to achieve the state goal 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 within and near each urban area.

#### 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 interurban 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 interurban routes in urban areas to preserve their utility for interurban travel. 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 have alternatives to the use of intercity routes.

**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, using techniques such as:

- Retrofitting buses, light rail and commuter vans with racks to accommodate bicycles.
- Installing convenient, secure, weather-protected bicycle parking and storage racks at major transit stops and at commuter destinations.
- Renovating major streets and highways with bike lanes and designing intersections to encourage the use of bicycles for commuting and local travel.
- Installing well-lighted shelters for people waiting for transit.

## RURAL ACCESSIBILITY

Autos, trucks, airplanes, 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, autos and bicycles, each traveling at varying speeds often for different purposes.

Improvements to rural highways, similar to the Access Oregon Highways program, 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 retained and expanded, especially along corridors where fast movement of goods and people is desirable and where distances are vast or corridors are already congested.

As Oregon's economy adjusts to changes in timber- and agriculture-based industry, many rural communities struggle to retain existing institutions and provide basic transportation services for current residents. The increasing proportion in rural communities of retired persons and lower income people increases the need for available and affordable transportation services.

**POLICY 2E - Minimum Levels of Service**

**It is the policy of the State of Oregon to define and assure minimum levels of service to connect all areas of the state.**

**ACTION 2E.1**

Define appropriate minimum levels of service for all modes and for all potential users.

**ACTION 2E.2**

Encourage modal alternatives to the automobile and truck where feasible in rural areas.

**ACTION 2E.3**

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

**POLICY 2F - Rural Mobility**

**It is the policy of the State of Oregon to facilitate the movement of goods and services and to improve access in rural areas.**

**ACTION 2F.1**

Improve rural highways, minimizing the interaction of passenger vehicles, bicycles, recreational vehicles and freight vehicles by providing passing lanes and paved shoulders, wherever practical.

**ACTION 2F.2**

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 held by cooperating landowners.

**POLICY 2G - Regional Differences**

**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 2G.1**

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

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

**ACTION 2G.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.

## AESTHETIC VALUES

Aesthetic values in transportation involve scenic values, the quality of what we see as we travel. Scenic highways and transportation corridors are important to both Oregonians and out-of-state visitors. They can enhance tourist attractions and contribute to traveling safety. The Aesthetic Values policy recognizes the importance of scenic qualities so that when highways and other transportation corridors are designed and managed, scenic qualities are preserved and enhanced. It also recognizes that maintaining the transportation function of the facility must be balanced with protecting aesthetic values.

### POLICY 2H

**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 2H.1

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

#### ACTION 2H.2

Consider:

- Developing regional advisory boards on corridor aesthetics.
- Giving state awards for scenic enhancement.

#### ACTION 2H.3

Strengthen aesthetic land use controls outside of the rights-of-way involving:

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

# GOAL 3: ECONOMIC DEVELOPMENT

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

Oregon's economy is highly dependent on its transportation system for the circulation of goods, services and passengers. 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.

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 and passenger transportation.

The goal of an efficient transportation system for goods, services and passengers is 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 goods to be shipped.

Oregonians have great respect for the free market system, and they want private interests served by the transportation system. However, those interests have to be balanced with a commitment to the maintenance of a high quality of life which itself contributes to Oregon's comparative advantage as a place to do business.

In the future, the state can contribute to economic development by facilitating the development of **intermodal freight hubs.** These hubs can encourage transfer of freight from one mode to another, utilizing the efficiencies of each leg of a freight trip. Examples of intermodal transfer facilities include marine ports where ships and barges load and unload to trucks, trains, and pipelines. Intramodal hubs are used by airlines where goods on feeder flights are brought to one terminal for transfer to longer distance flights.

**POLICY 3A - Balanced and Efficient Freight System**

**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 3A.1**

Determine modal efficiencies by identifying 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 3A.2**

Assure ODOT in-house expertise in the economics, management and potential of each available major freight mode: trucking, rail, water transportation, air and bus express.

**ACTION 3A.3**

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

**ACTION 3A.4**

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 3B - Linkages to Markets**

**It is the policy of the State of Oregon to assure effective transportation linkages for goods and passengers to attract a larger share of international trade to the state.**

**ACTION 3B.1**

Require that transportation system plans adopted by state, regional and local jurisdictions be sufficient to accommodate expected development within the respective jurisdiction.

**ACTION 3B.2**

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 3B.3**

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

**ACTION 3B.4**

Promote the growth of air freight business in the state.

**ACTION 3B.5**

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

**ACTION 3B.6**

Encourage investment 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 3B.7**

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

**ACTION 3B.8**

Work with port districts and federal agencies to enhance river and ocean transportation in an efficient and environmentally responsible manner. This could include deepening the Columbia or Coos Bay channels.

**POLICY 3C - Expanding System Capacity through Cooperation**

**It is the policy of the State of Oregon to expand the capacity of Oregon's freight and passenger industry by facilitating increased cooperation among the providers of transportation facilities and services.**

**ACTION 3C.1**

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

**ACTION 3C.2**

Strengthen working relationships with Washington and Idaho Columbia River communities in planning and marketing programs for Columbia River ports.

**ACTION 3C.3**

Consider the integration of the Oregon maritime ports so that the strengths and potential of each will be optimized while the combination of their efforts increases Oregon's role in international trade.

**ACTION 3C.4**

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.

**POLICY 3D - Intermodal Hubs**

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

**ACTION 3D.1**

Facilitate development and operation of optimally located transportation hubs and identify hub locations in transportation system plans.

**ACTION 3D.2**

Continue to support Portland's role as a major freight hub for goods transported by air, highway, rail, barge and ship.

# GOAL 4: IMPLEMENTATION POLICIES

**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.**

## FINANCE

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

Highways
Local Streets
Public Transit
Ports
Airports
Rail Passenger
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.

Finance action statements will be proposed during the development of the draft Multimodal System Element of the Oregon Transportation Plan scheduled for public review in June 1992.

**POLICY 4A - Adequate Funding**

**It is the policy of the State of Oregon to develop and maintain a transportation finance structure that provides adequate resources for 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 4B - Efficient and Effective Improvements

It is the policy of the State of Oregon 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 4C - Cost and Benefit Relationships

It is the policy of the State of Oregon 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 4D - Flexibility

It is the policy of the State of Oregon to change the structure of the transportation finance system to provide more flexibility in funding, investment and program options.

POLICY 4E - Achievement of State Goals

It is the policy of the State of Oregon 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 4F - Equity

It is the policy of the State of Oregon to develop a transportation finance system which consciously attempts to provide equity among competing users, payers, beneficiaries, providers of the transportation system and regions of the state.

## MANAGEMENT PRACTICES

Good management practices are essential to an effective and efficient transportation system. The Management Practices Policy and Actions reflect the fact that Oregon's basic transportation systems--its highway, railroad, airport and port systems--are largely in place. High priority is placed on preserving and maintaining these systems in order to protect the investments in them and avoid the higher costs of deferred maintenance.

The main purpose of some statewide highways and railways is to carry traffic long distances to large and small cities and major economic centers. When intense development occurs along the highway or railway and access to the development is not controlled, through traffic and local traffic needs conflict. Access management is one way to maintain the through function of the highway. Controlling the number of grade crossings is a way to protect the function of the railway.

Congestion is another management problem. An alternative to adding new facilities to a highway is to manage the timing or the kind of transportation demand. Demand management techniques spread traffic volumes and encourage motorists in particular to use public transit and other transportation alternatives or encourage them to use alternative routes or travel times. Similar good management techniques can be applied to relieve congestion at or among airports and marine ports.

Larger cities are developing new techniques for transportation management. Federal and state-funded training programs extend information about these techniques to small cities and private transportation providers and operators.

### POLICY 4G

**It is the policy of the State of Oregon to manage effectively existing transportation infrastructure and services before adding new facilities.**

#### ACTION 4G.1

Place priority on preserving, maintaining and improving the highway system and other transportation infrastructure and services that are of statewide significance.

**ACTION 4G.2**

Manage such factors as the number, spacing, type and location of accesses, intersections and signals in order to operate the highway system and other transportation systems at reasonable levels of service and in a cost-effective manner.

**ACTION 4G.3**

Use demand management techniques that reduce peak period single occupant vehicle travel, that spread traffic volumes away from the peak period, and that improve traffic flow. Such techniques include HOV (high occupancy vehicle) lanes, carpools, parking management programs, peak period pricing, ramp metering, motorist information systems and incident management.

**ACTION 4G.4**

Provide management training and technology-sharing for public and private transportation providers and operators.

## RESEARCH AND TECHNOLOGY TRANSFER

Although the infrastructure for the transportation system of the 21st Century is largely in place, the system must be managed more efficiently as it is managed more intensely. Innovative management practices, land use patterns, and new technologies need to be researched and evaluated. Oregon needs to create a research and evaluation agenda that will reveal workable techniques.

### POLICY 4H

**It is the policy of the State of Oregon to support the development of innovative management practices, technologies and regulatory techniques that will further implementation of the Oregon Transportation Plan.**

#### ACTION 4H.1

Form a partnership with Oregon and/or Pacific Northwest universities and private industry to promote transportation research.

#### ACTION 4H.2

Broaden the Highway Division Research Section's responsibilities to include research for all modes and Department of Transportation divisions by making it an Intermodal Transportation Research Section.

#### ACTION 4H.3

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

#### ACTION 4H.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.

#### ACTION 4H.5

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

## INTERGOVERNMENTAL RELATIONSHIPS

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. Cooperation among state, regional and local governments will be essential.

The LCDC Transportation Planning Administrative Rule (OAR 660-12) outlines the governmental 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;**
- **provides a minimum level of mobility within the state, including access to the system;**
- **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 in the Oregon Transportation Plan and Modal Plans for MPO and other regional transportation plans.

**ACTION 4I.2**

Adopt MPO and other regional plans when they meet established criteria.

**ACTION 4I.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 4J**

**It is the policy of the State of Oregon that**

- **MPOs and counties outside of MPOs 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 to regional destinations within their jurisdictions; and**

- **regional transportation plans shall be consistent with the adopted elements of the state transportation system plan.**

**ACTION 4J.1**

Regional transportation plans shall establish criteria for applicable local government transportation plans. MPOs and counties shall

- Ensure local plans conform to state and regional system plans.

- Assure consistency and appropriate linkages of local plans with regional plans to meet local needs.

**ACTION 4J.2**

MPOs and counties 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 to local destinations within their jurisdictions.**

- **local government transportation plans shall be consistent with regional transportation plans and adopted elements of the state transportation system plan.**

ACTION 4K.1

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

ACTION 4K.2

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

## PRIVATE/PUBLIC PARTNERSHIP

The state recognizes that most transportation services are provided by the private sector and private interests will provide many of 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 private business and industry in planning and implementing transportation goals.

### POLICY 4L

**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 4L.1

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

#### ACTION 4L.2

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

#### ACTION 4L.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 4L.4

Provide stable, consistent funding for the implementation of this plan to encourage the private sector to commit similarly long-term investments.

# PUBLIC PARTICIPATION AND INFORMATION

This Transportation 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 Transportation Plan and the plans and programs that follow. Oregonians have become accustomed to participating in all phases of land use planning. The policies in this section extend these participation processes to transportation planning.

## POLICY 4M

**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 4M.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 4M.2

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

## POLICY 4N

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

**ACTION 4N.1**

Implement a public information strategy for the Transportation 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 4N.2**

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

**ACTION 4N.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.

# THE PLANNING PROGRAM

## The 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 is part of 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, regional and local governments, and private industry. It provides a framework for prioritizing transportation improvements and funding requirements by the Transportation Commission and the Oregon Legislature.

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

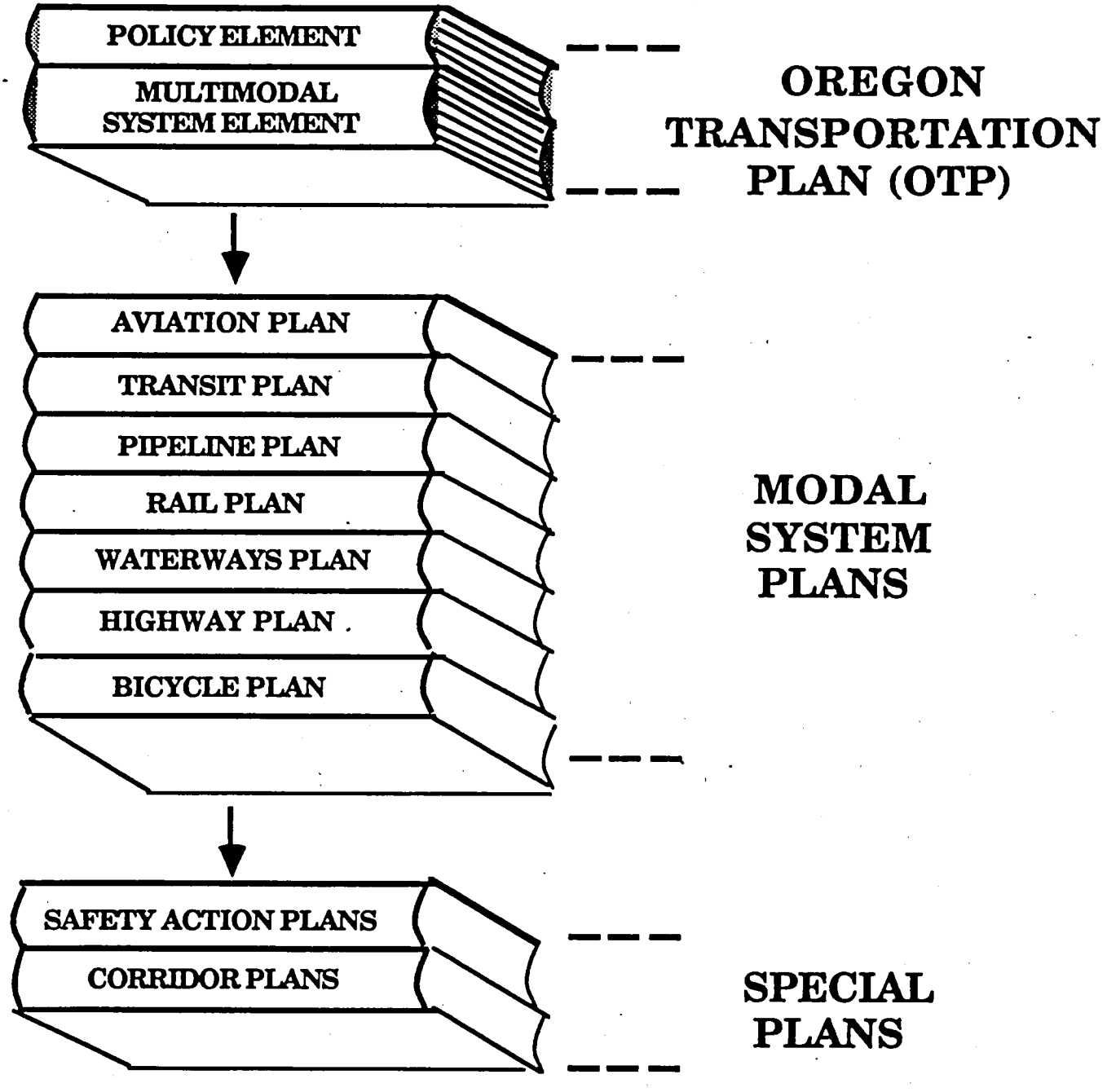
> (1) As its primary duty, the Oregon Transportation Commission shall develop and maintain a state transportation policy and a comprehensive, long-range plan for a multimodal transportation system for the state which encompasses economic efficiency, orderly economic development, safety, and environmental 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. (See Figure 2.)

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.

# FIGURE 2
# UNIFIED TRANSPORTATION PLAN



The **Multimodal System Element** implements the goals and policies in the Policy Element by identifying a coordinated transportation system, a network of facilities and services for aviation, highways, public transit, pipelines, ports, rails, bikeways and other modes, to be developed over the next 20 years. During the planning process, four or five scenarios, each based on a different future for Oregon, will be explored. The OTP Steering Committee, made up of members of the Transportation Commission, state legislators and representatives of local governments, will choose one scenario for development in the System Element. When completed, the System Element will specify an implementation strategy for the Policy Element, develop planning and performance measures for the more detailed modal plans, and identify general development costs.

**Relationship of the OTP to Other ODOT Plans**

The **Modal System Plans** are the overall plans and policies for each mode of transportation. Under the general direction of the OTP, these plans identify system needs, classify facilities and establish policies for their operation, improvement and financing. 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 an example of a modal system plan.

**Facility Plans** and other special plans are plans for individual transportation facilities such as state airport master plans and highway corridor plans. Under the general guidance of the OTP and the Modal Plans, they may identify needs for using the facility, an overall plan for improving the facility, and policies for operating the facility.

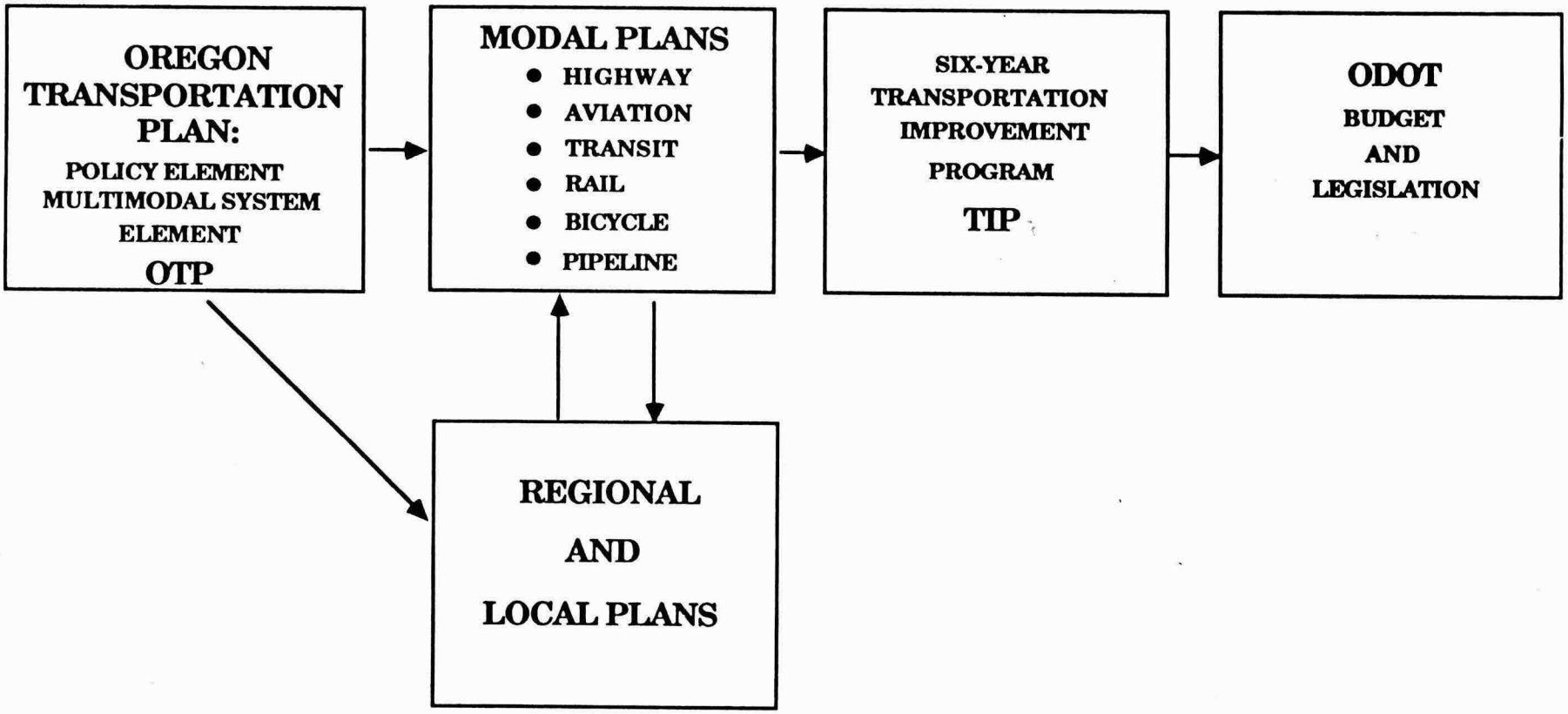
**Relationship of the OTP to the State Agency Coordination Program**

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 adopted an updated state agency coordination program with the Land Conservation Commission (LCDC) in September 1990.

ORS 197.180 and the ODOT 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 city, county and regional acknowledged comprehensive plans.

The Oregon Transportation Plan and the Modal Systems Plans must comply with the Coordination Program and statewide planning goals. If Modal System Plans and Facilities Plans affect specific geographic areas, they must be compatible with the affected regional and local acknowledged comprehensive plans. (See Figure 3.)

# FIGURE 3
# INTEGRATED TRANSPORTATION PLANNING



**Relationship of the OTP to the Transportation Planning Rule**

LCDC adopted an administrative rule in April 1991 to implement Statewide Planning Goal 12 (Transportation). The Transportation Planning Rule requires the Oregon Department of Transportation (ODOT) to identify a system of transportation facilities and services adequate to meet identified state transportation needs and prepare a Transportation System Plan (TSP). The Unified Transportation Plan is intended to meet the requirements of the state TSP.

Metropolitan Planning Organizations (MPOs) and counties must prepare regional TSPs consistent with the adopted state TSP; cities and counties must prepare local TSPs consistent with both regional and state TSPs.

The Transportation 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. The planning process is intended to assure that comprehensive plans provide for a network of transportation improvements sufficient to meet local, regional and state transportation needs.

**Adoption and Amendment of the Oregon Transportation Plan**

The Oregon Transportation Commission will hold hearings on both the Policy Element and the Multimodal System Element of the Oregon Transportation Plan in August and September, 1992. Before adoption of the plan, the commission will make findings to assure the plan's compliance with LCDC goals.

To keep current with changes in transportation needs, modes and management methods, the commission intends to update the Oregon Transportation Plan every six years or when specific problems that require policy changes arise. The commission will amend Modal System Plans and Facility Plans for each transportation mode to conform to changes in the OTP. These amendments may also require changes in MPO and local transportation plans.

The regular six-year major update 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 all interested citizens.

# DEFINITIONS

This document uses key words and phrases as having the following definitions:

**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.

**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.

**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.

**LCDC**: Land Conservation and Development Commission

**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. 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**: Oregon Department of Transportation.

**Rural Areas**: Unincorporated areas, unincorporated communities and incorporated cities, characterized by both low levels of population and remoteness from metropolitan areas and other central cities.

**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.

**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.

**Transportation System Plan (TSP)**: A plan for one or more transportation facilities that are planned, developed, operated and maintained in a coordinated manner to supply continuity of movement between modes, and within and between geographic and jurisdictional areas.

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

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