# Introduction

Portland is projected to add 140,000 new jobs and 260,000 new residents over the next 20 years. As Portland and the region grow, however, there is a continuing challenge to maintain the natural environment, economic prosperity, and overall quality of life. If in 2035 the percentage of people who drive alone to work remains near 60% as is was in 2015, traffic, carbon emissions, and household spending on vehicles and fuel will all worsen significantly. In order to accommodate this growth, our transportation system must provide Portlanders safer and more convenient ways to walk, bike, and take transit for more trips. The Transportation System Plan is the 20-year plan to guide transportation policies and investments in Portland. The 2035 Transportation System Plan guides investments to maintain and improve the livability of Portland by:

1. saving lives and reducing injuries to all people using our transportation system
2. limiting traffic congestion so transit and freight vehicles can move more reliably
3. reducing carbon emissions and promoting healthy lifestyles
4. keeping more money in the local economy, as we spend less on vehicles and fuel
5. creating great places

The TSP meets state and regional planning requirements and addresses local transportation needs. Transportation planning that promotes active transportation modes is essential to preserving the City’s livability and for the protection of the natural environment Constructing significant amounts of new automobile capacity to accommodate growth is not a desirable option because of the enormous costs and impacts. Adding more streets and parking lots divides neighborhoods, uses valuable land, encourages urban sprawl, and has negative environmental impacts. Alternative approaches, supporting a safer, more affordable and more complete multimodal transportation network must be used to ensure integrated, comprehensive solutions. The first TSP was adopted by Council in 2002 (Ordinance 177028).

The Transportation System Plan helps implement the City’s 2035 Comprehensive Plan in addition to the region’s 2040 Growth Concept by supporting a transportation system that makes it more convenient for people to walk, bicycle, use transit, and drive less to meet their daily needs. The TSP also recognizes that the transportation system must help grow and sustain the City’s economic health by accommodating the needs of businesses and supporting Portland’s role in the international economy.

## Why is this important?

The transportation system is essential to the functioning of the city and the well-being and prosperity of the community. It connects people and businesses to goods and services, and links them to the region, state, nation, and world. Although transportation is often measured in terms of mobility, it also creates access to opportunity. The way we build our city has an impact on our mobility and, by extension, our access to opportunity. These goals and policies also reflect the role of transportation planning in reducing carbon emissions and improving public health. Finally, this chapter acknowledges the role that streets can play in providing great civic and recreational spaces.

With its 1980 Comprehensive Plan, the City of Portland became a national leader in the integration of land use and transportation. The 2035 Comprehensive Plan builds on that tradition and adds new innovations. The goals and policies in this chapter increase the focus on complete multimodal transportation systems. The historical emphasis on automobile mobility increasingly creates a cost burden on households and the community as a whole. For the city to successfully meet its transportation system goals for the future, other more affordable choices must be widely available and safe.

## What is the Transportation System Plan?

The Transportation System Plan (TSP) is the 20-year plan to guide transportation investments in Portland. The TSP meets state and regional planning requirements and addresses local transportation needs. It includes:

1. Policies that guide the maintenance, development, and implementation of Portland’s transportation system.
2. A list of projects necessary to accommodate 20 years of growth in population and employment, including a financial plan.
3. Master street plans and modal plans.
4. Strategies and regulations for implementation, including street classification maps.

Elements of the TSP — the policies, the projects included in the List of Significant Projects, street classification maps, and street plan maps — are adopted as part of the Comprehensive Plan. The TSP itself is adopted concurrently with the Comprehensive Plan but is published under a separate cover. For ease of use and transparency, the citywide policies from the TSP are also included in this chapter of the Comprehensive Plan.

The TSP also provides more detail than the Comprehensive Plan by including additional sub-policies and area-specific policies, and additional supporting information about transportation system conditions. The TSP contains the transportation element of the City’s Public Facilities Plan. Figure 9-1 — Transportation System Plan: Relationship to Other Policies and Plans illustrates the relationship between the TSP and other policies and plans.

The 2035 TSP includes:

Goals and policies that guide the maintenance, development and implementation of Portland’s transportation system

Objectives that further the implementation of the goals and policies

A list of projects and City wide programs along with a financial plan that will accommodate 20 years of population and employment growth

Master street plans and modal plans

Strategies and regulations for implementation, including street classifications

## Elements of the TSP

The goals and policies, street classification descriptions and maps, the financial plan and the master street plan maps in the TSP are adopted as part of the Comprehensive Plan, but published under a separate cover.

For ease of use and transparency, transportation related policies from the 2035 Comprehensive Plan (2015) in Chapter 9 (Transportation), Chapter 3 (Urban Design), Chapter 4 (Development) and Chapter 8 (Public Facilities) are included in the Reference Section (Appendix A). The TSP also includes additional sub-policies, geographic -specific policies, and objectives.\*\*

The TSP is both an implementation tool and a supporting document to the Comprehensive Plan. It contains the transportation element of the City’s Public Facilities Plan, and the List of Significant Projects and Citywide Programs. The TSP also provides more detail than the Comprehensive Plan by including additional supporting information about transportation system conditions.

## Transportation System Plan Updates

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

The first update was completed and adopted by City Council on October 13, 2004 (effective date, November 12, 2004; Ordinance Nos. 178815 and 178826).

The second update was completed and adopted by City Council on April 5, 2007 (effective date, May 5, 2007; Ordinance No 180871). While primarily technical in nature, this update also included new policy language to implement the City’s Green Street Policy.

The Stage 2 update is a part of the City’s Comprehensive Plan update and changes were made to implement the Comp Plan, as well as reflect adopted plans and classification changes since the last update in 2007. The Stage 3 of the update (2016) will incorporate regional information, update geographic policies and objectives, additional street classification changes, modal plans, other changes as identified, and reformat the document.

## REGULATORY FRAMEWORK

The TSP addresses and complies with a number of State and regional goals, policies, and regulations, as summarized below.

### State of Oregon

#### Statewide Planning Goals

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

#### Transportation Planning Rule

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

#### Oregon Transportation Plan

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

### Regional Metro

#### Regional Transportation Plan

First adopted by Metro in 1983, with latest update in 2014, the Regional Transportation Plan (RTP) serves as the regional TSP. As such, the RTP:

Is consistent with the requirements of the State TPR and OTP

Implements the 2040 Growth Concept and Regional Framework Plan

Focuses on the regional transportation system

Includes multimodal functional classifications and street design classifications

Includes a list of major system improvements

Includes a funding plan

#### Region 2040 Growth Concept

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

#### Regional Transportation Functional Plan

The Regional Transportation Functional Plan (first adopted in 2010, last updated in 2012; Ordinance No 10-1241B) implements the Goals and Objectives in section 2.3 of the RTP and the policies of the RTP, and replaces the regional parking policy of the Urban Growth Management Functional Plan (See RTFP Title 4: Regional Parking Management.) It provides policy basis and direction for local TSPs. The RTFP codifies requirements that local plans must comply with to be consistent with the Regional Transportation Plan. Therefore, its requirements are binding on cities and counties.

#### Urban Growth Management Functional Plan

Metro adopted the Urban Growth Management Functional Plan (UGMFP) in 1996 and updated it 2014 to implement regional goals and objectives adopted by the Metro Council as the Regional Growth Goals and Objectives (RUGGO), including the 2040 Growth Concept and the Regional Framework Plan. The UGMFP addresses the accommodation of regional population and job growth. Its requirements are binding on cities and counties.

#### Regional Framework Plan

The Regional Framework Plan, adopted in 1997, identifies regional policies to implement the 2040 Growth Concept, preserving access to nature and building great communities for today and the future. The plan was amended in 2005 and 2010, and again in 2014 as part of the adoption of the Climate Smart Strategy.

### City of Portland

#### Comprehensive Plan

Portland’s 2035 Comprehensive Plan guides land use development and public facility investment decisions between now and 2035. This guidance is intended to help make Portland more prosperous, healthy, equitable and resilient.

The Comprehensive Plan includes five elements that work together to accomplish this goal:

Vision and Guiding Principles

Goals and Policies

Comprehensive Plan Map

List of Significant Projects

Transportation policies, classifications and master street plans

The goals and policies in the TSP convey the City’s intent to:

Create a coordinated, efficient, and more affordable multimodal transportation system.

Make cost-effective investments and system-management decisions that encourage people to choose healthy, active, and low-carbon transportation modes and systems, and enhance the economic competitiveness of the region.

Reduce service disparities and achieve equitable access to all types of facilities and transportation modes.

Ensure safety for users of all transportation modes, with attention to the most vulnerable users, including people with disabilities, those using mobility devices, the young, and the elderly.

Guide the location and design of new street, pedestrian, bicycle, and trail infrastructure.

Direct how and when transportation infrastructure is managed and maintained.

Provide policy guidance for developing and implementing the Transportation System Plan.

Within the Comprehensive Plan and TSP, there are nine Transportation goals:

Safety

Multiple goals

Great places

Environmentally sustainable

Equitable transportation

Positive health outcomes

Opportunities for prosperity

Cost effectiveness

Airport futures

Transportation related policies from the 2035 Comprehensive Plan (2015) are located in Chapter 9 (Transportation), Chapter 3 (Urban Design), Chapter 4 (Development) and Chapter 8 (Public Facilities). The TSP also includes additional sub-policies and geographic -specific policies and objectives.

## Chapter 9: Transportation

policies are grouped in these subject areas:

Designing and planning

Land use, development, and placemaking

Streets as public spaces

Modal Policies

Airport Futures

System Management

Transportation Demand Management

Parking Management

Finance, Programs and Coordination

## Chapter 8: Public Facilities

Funding

Public Benefits

Public Rights of Way

Trails

Stormwater systems

## Chapter 3: Urban Form

Citywide design and development

Centers

Corridors

Transit Station Areas

City Greenways

Employment areas

Pattern Areas

## Chapter 4: Development

Design and Development of centers and corridors

Designing with nature

Portland Bureau of Transportation also using Comprehensive Plan Chapter 2: Community Involvement for its public involvement policies.

## Chapter 2 has seven goals and 41 policies.

### Goals

Community Involvement as a Partnership

Social Justice and Equity

Value Community Wisdom and Participation

Transparency and Accountability

Meaningful Participation

Accessible and Effective Participation

Strong Civic Infrastructure

### Chapter 2 policies are grouped in these major areas:

Partners in decision making

Environmental justice

Invest in education and training

Community assessment

Transparency and accountability

Community involvement program

Process design and evaluation

Information design and development

## SEVEN OUTCOMES

Working with our partners at Metro, Bureau of Planning and Sustainability, and the Oregon Department of Transportation, with direction from the Portland Plan (2012), the Climate Action Plan (2010), Health Equity & the Transportation System Plan Report (2012), and from the Comprehensive Plan Update, Portland Bureau of Transportation (PBOT) staff developed an outcomes based approach to the TSP.

These seven outcomes directed policy choices as well as informed the development of criteria for selecting and prioritizing TSP Projects and Programs. The Transportation System Improvements Chapter contains details on the citywide project and programs process and evaluation.

These seven outcomes are:

Improve access to daily needs, such as jobs, schools, grocery stores, and health care

Reduce/eliminate transportation fatalities and injuries

Improve health by increasing walking and bicycling

Increase economic benefits, such as access to family wage jobs and freight access

Ensure disadvantaged communities benefit as much or more than non-disadvantaged communities

Reduce global warming pollution from transportation

Prioritize the most cost-effective projects