



2004 Regional Transportation Plan

July 8, 2004

*(approved by Federal Highway Administration and
Federal Transit Administration on March 5, 2004)*



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Metro Councilors – Rod Park, District 1; Brian Newman, District 2; Carl Hosticka, District 3; Susan McLain, District 4; Rex Burkholder, District 5; Robert Liberty, District 6.

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BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE) ORDINANCE NO. 04-1045A
2000 REGIONAL TRANSPORTATION PLAN)
("RTP") FOR CONSISTENCY WITH THE)
2004 INTERIM FEDERAL RTP AND) Introduced by Councilor Rod Park
STATEWIDE PLANNING GOALS)

WHEREAS, the Metro Council approved the 2000 RTP by Ordinance No. 00-869A (For the Purpose of Adopting the 2000 Regional Transportation Plan) on August 10, 2000 as the regional "Transportation System Plan" ("TSP") required by state Goal 12 through the statewide planning Goal 12 through the state Transportation Planning Rule ("TPR"); and

WHEREAS, a key purpose of the regional TSP is to define a system of transportation facilities and services adequate to meet transportations needs and support planned land uses set forth in the 2040 Growth Concept, consistent with the requirements of other statewide planning goals; and

WHEREAS, the Land Conservation and Development Commission approved and acknowledged the 2000 RTP and 2020 Priority System on July 9, 2001, as the regional TSP for the Portland metropolitan region until the next RTP update; and

WHEREAS, the Metro Council directed that the 2004 update to the RTP be narrowed in scope to only address federal planning requirements and approved the 2004 Interim Federal RTP by Resolution No. 03-3380A (For the Purpose of Adopting the 2004 Regional Transportation Plan as the Federal Metropolitan Transportation Plan to Meet Federal Planning Requirements) on December 11, 2003; and

WHEREAS, as a follow-up to the 2004 update, Exhibit "A" identifies consistency amendments to the 2000 RTP to address statewide planning goals and implement the 2004 Interim Federal RTP in anticipation of a major review of RTP policies and projects to be completed by 2007; and

WHEREAS, no major changes to policies and projects are proposed in Exhibit "A"; and

WHEREAS, cities and counties in the region have made amendments to their transportation systems plans in order to comply with Metro's 2000 RTP, and these TSP amendments have generated proposed amendments to the functional system maps in the RTP, new transportation projects and studies and changes in the location, description, cost or timing of previously approved projects; and

WHEREAS, Metro and cities and counties of the region have completed corridor studies and comprehensive planning pursuant to Title 11 of the Urban Growth Management Functional Plan, since adoption of the 2000 RTP, and these plans have generated proposed technical amendments to Chapter 6 (Implementation) of the RTP; and

WHEREAS, the Metro Council has received and considered the advice of its Joint Policy Advisory Committee on Transportation and its Metro Policy Advisory Committee, and all proposed amendments identified in Exhibit "A" have been the subject of a 45-day public review period; and

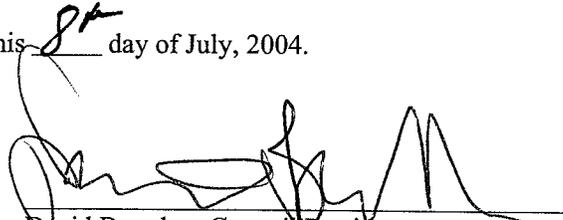
WHEREAS, the Metro Council held public hearings on amendments to the 2000 RTP identified in Exhibit "A" on May 13 and July 8, 2004; now, therefore

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. Text and maps in Chapter 2 (Transportation) of the Regional Framework Plan ("RFP"), and Chapter 1 (Regional Transportation Policy) and Chapter 3 (Growth and the Preferred System) of the 2000 RTP are hereby amended as set forth in Part 1 (Policy Amendments) of Exhibit "A", attached and incorporated into this ordinance.
2. Text and maps in Chapter 5 of the 2000 RTP are hereby amended as set forth in Part 2 (Project Amendments) of Exhibit "A" to identify the scope and nature of the proposed transportation improvements that address the 20-year needs.
3. Text in Chapter 6 (Implementation) of the 2000 RTP is hereby amended as set forth in Part 3 (Technical Amendments) of Exhibit "A" to demonstrate regional compliance with state and federal planning requirements and establish regional TSP and functional requirements for city and county comprehensive plans and local TSPs.
4. Metro's 2000 RTP and these amendments to it, together with Titles 2 and 10 of the Urban Growth Management Functional Plan, comprise Metro's 2000 RTP, adopted as the regional functional plan for transportation under ORS 268.390, and the regional transportation system plan required by state planning law.

5. The Findings of Fact and Conclusions of Law in Exhibit "CB", attached and incorporated into this ordinance, explain how these amendments to the RTP comply with state transportation and land use planning laws and the RFP.

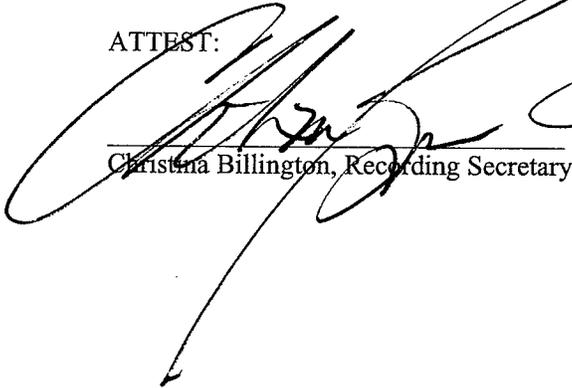
ADOPTED by the Metro Council this 8th day of July, 2004.



David Bragdon, Council President

ATTEST:

Approved as to Form:



Christina Billington, Recording Secretary



Daniel B. Cooper, Metro Attorney



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF DESIGNATION OF) RESOLUTION NO. 03-3380A
THE 2004 REGIONAL TRANSPORTATION)
PLAN AS THE FEDERAL METROPOLITAN)
TRANSPORTATION PLAN TO MEET) Introduced by Councilor Park
FEDERAL PLANNING REQUIREMENTS)

WHEREAS, federal law requires Metro to demonstrate every three years that its Regional Transportation Plan (“RTP”) conforms to the Clean Air Act; and

WHEREAS, the U.S. Department of Transportation (Federal Highway Administration and the Federal Transit Administration) and the U.S. Environmental Protection Agency last found the RTP to conform to the requirements of the Clean Air Act on January 26, 2001; and

WHEREAS, federal transportation planning rules require Metro, as the Metropolitan Planning Organization (“MPO”), to identify a MPO Planning Boundary; and

WHEREAS, a post-adoption air quality analysis must demonstrate conformity with the federal Clean Air Act for continued federal certification; and

WHEREAS, the Metro Council has received and considered the advice of its Joint Policy Advisory Committee on Transportation and its Metro Policy Advisory Committee, and all proposed amendments identified in Exhibit “A” have been the subject of a public review period that began October 31, 2003, and ended December 10, 2003; and

WHEREAS, the Council held a public hearing on the 2004 RTP on December 4, 2003; now therefore,

BE IT RESOLVED that the Metro Council:

1. The 2004 Regional Transportation Plan (“RTP”) shall be the federal Metropolitan Transportation Plan.
2. The map in Part 1 (Policy Update) of the 2004 Regional Transportation Plan Update shall be the Metropolitan Planning Organization Planning Area Boundary for purposes of the federal Metropolitan Transportation Plan.

3. The Chief Operating Officer shall revise the 2004 RTP, attached and incorporated into this resolution as Exhibit A (Parts 1, 2, and 3), as recommended by the Transportation Planning Advisory Committee to the Joint Policy Advisory Committee in "Summary of Public Comments: Receive October 31, 2003 through December 4, 2003," dated December 5, 2003, attached and incorporated into this resolution as Exhibit B, and in "Supplemental Public Comments: Received December 5, 2003 through December 10, 2003," dated December 11, 2003, attached and incorporated into this resolution as Exhibit C.

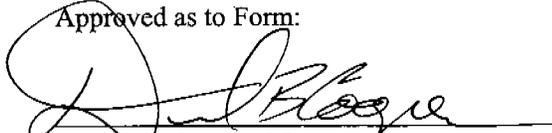
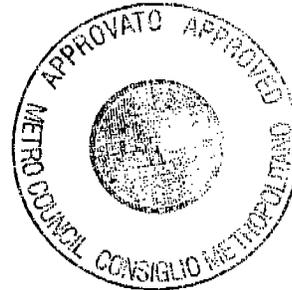
4. The Chief Operating Officer shall submit this resolution, the 2004 RTP and Resolution No. 03-3382 (the 2004 RTP/2004-07 MTIP Air Quality Conformity Determination), upon its adoption by the Council, to the U.S. Department of Transportation (Federal Highway Administration and the Federal Transit Administration) and the U.S. Environmental Protection Agency prior to January 26, 2004, for review for acknowledgement that these documents conform with the requirements of the Clean Air Act.

ADOPTED by the Metro Council this 11th day of December 2003.



David Bragdon, Council President

Approved as to Form:


Daniel B. Cooper, Metro Attorney

ADA	Americans with Disabilities Act	ODOT	Oregon Department of Transportation (State)
ATMS	Advanced Traffic Management System	ORS	Oregon Revised Statutes (State)
AQMA	Air Quality Maintenance Area	OTC	Oregon Transportation Commission (State)
CAAA	Clean Air Act Amendments of 1990 (Federal)	PE	Preliminary Engineering
CMAQ	Congestion Mitigation/ Air Quality Program	PEF	Pedestrian Environmental Factors
DEIS	Draft Environmental Impact Statement	RFP	Regional Framework Plan (Metro)
DEQ	Department of Environmental Quality (State)	ROW	Right-of-Way
EPA	Environmental Protection Agency	RTC	Regional Transportation Council (Southwest Washington RTC)
FEIS	Final Environmental Impact Statement	RTP	Regional Transportation Plan (Metro)
FHWA	Federal Highway Administration	RUGGO	Regional Urban Growth Goals and Objectives (Metro)
FTA	Federal Transit Administration	SMART	South
HCT	High-Capacity Transit	SIP	Oregon State (Air Quality) Implementation Plan
HOV	High-Occupancy Vehicle	SOV	Single-Occupancy Vehicle
ISTEA	Intermodal Surface Transportation Efficiency Act of 1991 (Federal)	STIP	Statewide Transportation Improvement Program
JPACT	Joint Policy Advisory Committee on Transportation (Regional)	STP	Surface Transportation Program
LCDC	Land Conservation and Development Commission (State)	TAZ	Transportation Analysis Zones
LRT	Light Rail Transit (MAX)	TCM	Transportation Control Measures
LOS	Level of Service	TDM	Transportation Demand Management
MCCI	Metro Committee for Citizen Involvement	TMA	Transportation Management Area
MIS	Major Investment Study	TMA	Transportation Management Association
MPO	Metropolitan Planning Organization (Metro)	TOD	Transit-Oriented Development
MSTIP	Major Streets Improvement Program	TPAC	Transportation Policy Alternatives Committee (Regional)
MTIP	Metropolitan Transportation Improvement Program	TPR	Transportation Planning Rule (State)
NAAQS	National Ambient Air Quality Standards (Federal)	TriMet	Tri-County Metropolitan Transportation District
NEPA	National Environmental Protection Act (Federal)	TSM	Transportation System Management
NHS	National Highway System	USDOT	United States Department of Transportation
OAR	Oregon Administrative Rules (State)	VMT	Vehicle Miles Traveled
		WSDOT	Washington State Department of Transportation



2004 Regional Transportation Plan

Metro spent the past several years working with our state and local government partners as well as citizens, community groups, and businesses to update the Regional Transportation Plan (RTP). The 2004 RTP implements the 2040 Growth Concept, the region's long-range plan for addressing expected growth while preserving our region's livability. The 2004 RTP is the latest in a series of updates to Metro's transportation plan to comply with state and federal planning requirements in a manner that also achieves the region's own land use and transportation goals and objectives.

The 2004 RTP recognizes the diversity of transportation needs throughout the Portland metropolitan region and mixes land-use and transportation policies in an integrated fashion. This plan lays out the 20-year priorities for road, transit, freight, bicycle and pedestrian improvements, consistent with federal requirements of TEA-21 and state requirements.

On August 10, 2000, the Metro Council unanimously adopted the 2000 Regional Transportation Plan. In summer 2002, the Plan was amended to address issues raised during the Department of Land Conservation and Development (DLCD) acknowledgement process and recommendations from recently completed studies. In 2003 and 2004, the Metro Council adopted additional amendments to the plan, incorporating new transportation projects, and policy and technical updates to meet federal and state planning requirements.

While the 2004 RTP was fully updated to meet federal planning requirements, the new plan was developed using the 2000 RTP systems analysis as a base. Therefore, the analysis information shown in Chapters 2, 3, 4 and 5 was not updated. Instead, the performance of the 2004 RTP was evaluated qualitatively by comparing updated transportation demand for the new horizon year of 2025 to the previous horizon year of 2020. This evaluation found no new travel trends or system performance issues that were not already identified in the 2000 RTP.

The 2004 RTP was also demonstrated to be in conformity with the federal Clean Air Act amendments, and certified by the Federal Highway Administration and Federal Transit Administration on March 5, 2004. The 2004 RTP was also demonstrated to be consistent with Oregon statewide planning goals July 8, 2004.

The next update is anticipated to begin in late 2005, and will address federal, state and regional planning requirements to a horizon year of 2030.

The updated document is also posted on Metro's web-site at www.metro-region.org/rtp.



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2004 Regional Transportation Plan
July 8, 2004

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Introduction



METRO

2004 RTP

Preface

The 2040 Growth Concept was adopted in 1995, and serves as the blueprint for future growth in the region. The Growth Concept text and map identify the desired outcome for the compact urban form to be achieved in 2040. The 2040 Growth Concept has been acknowledged to comply with statewide land use goals by the Land Conservation and Development Commission (LCDC). It is the foundation of Metro's 1997 Regional Framework Plan. This 2004 Regional Transportation Plan (RTP) marks the end of a nearly five-year planning process to begin a refined implementation of the 2040 Growth Concept. As such, the plan is the culmination of a nearly 25-year evolution from a mostly road-oriented plan to a more multi-modal one, ultimately mixing land-use and transportation objectives in a truly integrated fashion. The transportation improvements recommended in this plan are prioritized and layered within the RTP to address differing federal, state and regional planning requirements and are summarized in the Introduction.

The RTP is the result of extensive input from the residents of this region and from our state, regional and local government partners. The plan recognizes the diversity of transportation needs throughout the Portland metropolitan region, and attempts to balance often competing transportation needs. This RTP sets the policies, systems and actions to adequately serve walking, bicycling, driving, use of transit and national and international freight movement in this region consistent with federal requirements of TEA-21 and state requirements for the region's transportation system plan.

While advocating a transportation system that adequately serves all modes of travel, the plan recognizes that the automobile will likely continue to be the primary mode of personal travel over the life of the plan. However, the RTP also recognizes the need for transportation alternatives for traveling to everyday destinations, and to provide mobility for those unable to travel by automobile. Even the occasional use of transit, walking, bicycling or sharing a ride can help the region maintain its clean air, conserve energy and efficiently accommodate more people within a compact urban form.

Finally, the Regional Transportation Plan recognizes that the transportation system plays a critical role in the continued economic health of the region. Many sectors of the regional economy heavily depend on the safe and efficient movement of goods and services by truck, rail, air and water. Improvements defined in this plan attempt to balance all of these diverse, and often competing, needs. The Regional Transportation Plan identifies priority investments that aim to:

- limit the amount of congestion motorists experience
- maintain access for national and international rail, air, truck and ship freight to reach its destination with limited travel delay
- balance the need to maintain motor vehicle and freight mobility with the potential impacts of these improvements on our communities and other modes of travel
- expand public transit service and improve pedestrian access to transit
- build new sidewalks and bicycle facilities
- develop system and demand management strategies to improve how the system operates

Read on to learn more about Metro's commitment to link transportation, land-use and environmental planning for the region in order to protect the community livability we all value. A brief, illustrated overview of the plan is also available from Metro, and can also be viewed online at Metro's website: www.metro-region.org/rtp.

The 2004 Regional Transportation Plan

The Regional Transportation Plan is a 20-year blueprint for the Portland metropolitan region's transportation system. The plan deals with how best to move people and goods in and through the region. There are many transportation needs in this region, including:

- limit the amount of congestion people experience, and provide alternatives to avoid congestion
- build new sidewalks and bicycle facilities
- expand transit service and improve pedestrian access to transit
- maintain access for national and international rail, truck, air and marine freight to reach its destination with limited delay
- regional street designs that safely accommodate all forms of travel

One of the region's goals is to provide a balanced range of transportation choices for the movement of people and goods in this region. The plan sets transportation policies for all forms of travel: motor vehicle, transit, pedestrian, bicycle and freight. The plan includes specific objectives, strategies and projects to guide local and regional implementation of each policy.

Why does the RTP matter?

As this region grows, additional demands are placed on the existing transportation system. The RTP matters because it defines regional policies that all city, county, TriMet, Oregon Department of Transportation and Port of Portland transportation plans must follow. Through the financially constrained and priority systems described in Chapter, 5, the plan identifies transportation projects and programs throughout the region for the next 20 years to implement the region's 2040 Growth Concept and addresses the impacts of future growth on our transportation system.

The plan must also meet federal and state requirements. A transportation project is eligible for federal transportation funds distributed through Metro if it is included in the financially constrained system and is consistent with federal air quality standards. The projects and programs in the priority system address state transportation planning requirements. The role of these systems in meeting state and federal requirements, and funding specific projects and programs is described in more detail in the "how to use this plan" section that follows.

Choices made today about how to serve future growth in this region will have lasting impacts on our quality of life. The Regional Transportation Plan is just one part of Metro’s overall strategy to protect the community livability we all value.

Metro’s Role in Transportation Planning

Metro is the regional government responsible for regional land use and transportation planning under state law and the federally designated metropolitan planning organization (MPO) for the Portland metropolitan area. Metro is governed by an executive officer elected region-wide and a seven-member council elected by districts. Metro’s jurisdictional boundary encompasses the urban portions of Multnomah, Washington and Clackamas counties. Today, Metro serves 1.3 million people who live in these three counties and the 25 cities in the Portland metropolitan area. Metro coordinates with the Southwest Washington Regional Transportation Council, the federally designated MPO for the Clark County portion of the metropolitan region.

How to Use this Plan

The Regional Transportation Plan, first adopted by the Metro Council in 1983, is updated every three to five years to reflect changing conditions in the Portland metropolitan region.

The 2004 Regional Transportation Plan reflects amendments to the 2000 RTP, which was developed as part of a five-year process that included extensive input from the residents of this region and from our state, regional and local government partners. The 2004 update did not include revisions to the systems analysis developed during the 2000 RTP process. The plan is organized into six chapters, and includes an introduction, glossary of terms and appendices.

- The **Introduction** describes the different systems set forth in the plan, and how they relate to federal, state and regional planning requirements, and the selection of transportation improvements in the four-year Metropolitan Transportation Improvement Program (MTIP).
- **Chapter 1** presents the overall policy framework for the specific transportation policies, objectives and actions contained in the Regional Transportation Plan. This chapter sets a direction for future planning and decision-making by the Metro Council and the implementing agencies, counties and cities.
- **Chapter 2** describes the expected land uses and travel demand for the year 2020 based on implementation of the 2040 Growth Concept and predicted population and employment growth.
- **Chapter 3** analyzes the impact of future growth on the “preferred system” that includes all future projects and programs necessary to meet the goals and objectives established in Chapter 1. Appendix 1.1 lists all of these improvements grouped by location as defined in the 2040 Growth Concept. The chapter also describes federal congestion management requirements and provides an analysis of how this plan meets these requirements.

- **Chapter 4** discusses transportation revenue sources and estimated costs for implementation of the preferred system.
- **Chapter 5** analyzes the impact of future growth on the “financially constrained” and priority systems. The financially constrained system includes the most critical projects and programs needed over the 20-year planning period. The priority system contains additional projects and programs needed to keep pace with future growth, while maintaining an adequate level of performance. This chapter also proposes potential funding strategies to implement the priority system.
- **Chapter 6** describes the processes through which this plan will be implemented; defines statewide goal and local comprehensive plan compliance procedures; establishes a process to update, refine and amend the RTP; and details outstanding issues that remain unresolved at the time this plan is adopted.
- The **Glossary** of terms located at the end of the document includes definitions of many transportation-related planning and engineering terms used throughout the document.
- The **Appendices** are located in a separate document. It contains the technical documents used to develop this plan and legal findings of compliance with federal, state and regional planning requirements.

The Regional Transportation Plan was developed to include separate layers of planned projects and programs that respond to differing federal, state and regional planning mandates. These layers are:

- the **financially constrained system**, which responds to federal planning requirements, and is based on a financial forecast of limited funding over the 20-year plan period
- the **priority system**, which responds to state planning requirements, and assumes that significant new revenue must be identified in order to provide an adequate transportation system over the 20-year plan period
- the **preferred system**, which responds to regional planning policies adopted as part of the 2040 Growth Concept and Regional Framework Plan, including specific system performance measures.

Each of these distinct layers of transportation projects and programs are described in more detail below.

Federal Context and the Financially Constrained System

The federal “metropolitan transportation plan” is contained in applicable provisions of Chapter 1, 2, 3, 4 and 6 of this RTP. The policies and financial analysis in Chapters 3 and 4 for the preferred system of policies and facility improvements are for federal, not state, transportation planning requirements.

As a federally designated MPO, Metro must coordinate transportation planning for the Portland metropolitan region, including distribution of federal transportation funds to this region through the Regional Transportation Plan and the Metropolitan Transportation Improvement Program. Adopted in the 1991, the Intermodal Surface Transportation Efficiency Act (ISTEA) was amended in 1998 as the Transportation Equity Act for the 21st Century (TEA-21). These Congressional acts expanded public participation in the transportation planning process and required increased cooperation among the jurisdictions that own and operate the region’s transportation system. These partners include the region’s 25 cities, three counties, Oregon Department of Transportation, Oregon Department of Environmental Quality, Port of Portland, TriMet, Washington Regional Transportation Council, Washington Department of Transportation, Southwest Washington Air Pollution Control Authority and other Clark County governments.

The centerpiece of the federal planning program is the development of a financially constrained transportation system. This system of projects and programs is limited to current funding sources, and those new sources that can be reasonably expected to be available during the 20-year plan period. In Oregon, state transportation funding has not kept pace with inflation or the need for new infrastructure during the past 15 years. This trend could translate into a serious decline in performance of the region’s transportation system during the next 20 years, as limited funds are increasingly required to maintain and operate the system, leaving inadequate funds to keep pace with growth. The financially constrained system described in Chapter 5 describes such a scenario. While this system includes the region’s most critical projects and programs, the overall system is inadequate to meet adopted performance measures, and would limit the region’s ability to fully implement the 2040 Growth Concept.

As the federally recognized system, the financially constrained system is also the source of transportation projects that may be funded through the Metropolitan Transportation Improvement Program. The MTIP allocates federal funds in the region, and is updated every two years, and includes a rolling, four-year program of transportation improvements. The Regional Transportation Plan not only provides an updated set of financially constrained projects and programs for future MTIP allocations, but also establishes more formal procedures and objectives for implementing the long-range regional transportation policies through incremental funding decisions. These new MTIP provisions are set forth in Chapter 6 of the Regional Transportation Plan.

Other federal transportation planning requirements also apply to Metro. The federal Clean Air Act Amendments of 1990 establish air quality standards for key air pollutants, including carbon monoxide, ozone and particulate matter. Areas that do not meet the standards are designated in varying degrees of non-attainment from “marginal” to “extreme.” If a metropolitan area is designated non-attainment, the state in which the metropolitan area is located must submit an implementation plan that shows how the metropolitan area will meet the federal standards and maintain compliance over a 10-year period. Areas that do not meet the State Implementation Plan

requirements could face sanctions, including potential loss of federal highway funds and limits on industrial expansion.

In 1991, the Portland-Vancouver Interstate Air Quality Maintenance Area (AQMA) received a marginal non-attainment designation for ozone and moderate non-attainment designation for carbon monoxide. However, by the end of 1991, the area began to meet federal ozone and carbon monoxide standards on a consistent basis. As a result, this region began to work on 10-year maintenance plans and attainment designation requests for both pollutants. These plans were finalized in 1996 and submitted to the U.S. Environmental Protection Agency (EPA) as revisions to the Oregon State Implementation Plan. EPA approved the maintenance plans and also designated the Portland-Vancouver Interstate AQMA to attainment status in 1997. As required in the federal planning regulations, the financially constrained system in the Regional Transportation Plan has been demonstrated to conform with the Clean Air Act.

Another federal requirement that impacts regional transportation planning is the Endangered Species Act (ESA), a federal regulation that mandates protection and recovery for species in immediate and near-immediate danger of extinction. The 1998 and 1999 listing of Pacific Northwest steelhead, chinook and chum as threatened species under the ESA have placed an additional emphasis on protecting fish and wildlife habitat. The National Marine Fisheries Service (NMFS) is the federal agency charged with the listing and recovery of anadromous fish. An anadromous fish reproduces in fresh water but spends part of the growth cycle in the ocean. Once a species is listed, no person or municipality may “take” individual fish or so disrupt habitat as to “take” an individual fish without a permit. A “take” is any action that harms, threatens, endangers or harasses a species or modifies or degrades that species’ habitat. There are often conflicts between good transportation design, planned urbanization and the need to protect streams and wildlife corridors from urban impacts. Metro and its local, regional, state, and federal partners are defining actions to protect these endangered species. Chapter 6 of the Regional Transportation Plan identifies outstanding issues that must be addressed prior to the next update to the plan.

Additional federal transportation requirements include the 1990 Americans with Disabilities Act, which requires that transportation plans address equal access and opportunity for disabled people. The updated plan includes new policy provisions that focus on the transportation needs of the elderly, disables and other special needs populations. Chapter 6 of the plan also identifies additional work that must be completed to fully address special needs populations.

State Context and the Priority System

In 1991, the Land Conservation and Development Commission adopted the Oregon Transportation Planning Rule (TPR). The TPR implements State Land Use Planning Goal 12, Transportation, which was adopted by the Oregon Legislature in 1974. The TPR requires most cities and counties and the state’s four MPOs to adopt transportation system plans that consider all modes of transportation, energy conservation and avoid principal reliance on any one mode to meet transportation needs. By state law, local plans in MPO areas must be consistent with the regional transportation system plan (TSP). In the Portland region, the Regional Transportation Plan serves as the regional TSP. Likewise, the regional TSP must be consistent with the Oregon Transportation Plan, adopted in 1992 by the Oregon Transportation Commission.

The state TPR requires that transportation system plans provide an adequate system of improvements that meet adopted performance measures. The priority system described in Chapter 5 of this plan serves as the statement of adequacy for the purpose of compliance with the state TPR. The priority system includes a broad set of needed transportation projects and programs that generally keep pace with growth in the region, while implementing key elements of the 2040 Growth Concept.

However, projects in the priority system cannot be funded through the MTIP process unless they are also included in the smaller financially constrained system. Instead, these projects and programs are intended to guide local transportation plans and land use actions, and serve as the source of future projects in the financially constrained system, either through amendments to the Regional Transportation Plan, or through the regular updates that occur every three to five years.

Metro's acknowledged 2040 Growth Concept as implemented in functional plan provisions have required changes in city and county comprehensive plans for land use solutions to transportation needs. The Metro regional transportation system plan is contained in applicable provisions of Chapters 1, 2, 5 and 6 of this RTP. The policies and financial analysis in Chapter 5 for the Priority System of transportation policies and improvements represent the transportation funding program for the regional TSP.

Regional Context and the Preferred System

In 1979, the voters in this region created Metro, the only directly elected regional government in the nation. In 1991, Metro adopted Regional Urban Growth Goals and Objectives (RUGGOs) in response to state planning requirements. Revised in 1995 and acknowledged by the Land Conservation Development Commission in 1996, the RUGGOs establish a process for coordinating planning in the metropolitan region in an effort to preserve regional livability. 1995 RUGGOs, including the 2040 Growth Concept, were incorporated into the 1997 Regional Framework Plan to provide the policy framework for guiding Metro's regional planning program, including development of functional plans and management of the region's urban growth boundary.

In 1992, the voters of the Portland metropolitan area approved a home-rule charter for Metro. The charter identifies specific responsibilities of Metro and gives the agency broad powers to regulate land-use planning throughout the three-county region and to address what the charter identifies as "issues of regional concern." Among these responsibilities, the charter directs Metro to provide transportation and land-use planning services, oversee regional garbage disposal, and recycling and waste reduction programs, develop and operate a regional parks system and operate regional spectator facilities such as the Oregon Zoo, the Oregon Convention Center and the Portland Metropolitan Exposition (Expo) Center.

The charter also directed Metro to develop the 1997 Regional Framework Plan that integrates land-use, transportation and other regional planning mandates. The 2040 Growth Concept and implementing functional plan were incorporated into the charter-required regional framework plan.

The Regional Framework Plan is a comprehensive set of policies that integrate land-use, transportation, water, parks and open spaces and other important regional issues consistent with the 2040 Growth Concept. The Framework Plan is the regional policy basis for Metro's planning to accommodate future population and employment growth and achieve the 2040 Growth Concept. The RTP is consistent with Chapter 2 of the Framework Plan, which identifies transportation policies for the region. Chapter 1 of the Regional Transportation Plan addresses these regional transportation policies.

Since adoption of RUGGOs in 1991 and a home-rule charter in 1992, Metro has been involved in a long-range planning process that has included extensive involvement of residents of this region and our state, regional and local government partners. Metro started this planning effort because the region is growing rapidly. Today there are about 100,000 more people living in the three-county region than there were five years ago. By 2020, 470,000 more people are expected to live here.

The purpose of this effort has been to adopt and implement plans for protecting livable communities based on the values expressed by people in this region – such as clean air and water, access to nature, safe and stable neighborhoods, the ability to get around the region and a strong regional economy. Metro's Future Visions, 2040 Growth Concept in 1995 RUGGOs, the 1996 Urban Growth Management Functional Plan, the 1997 Regional Framework Plan, the 1998 water quality and flood area regulations, and the 1998 urban growth boundary amendments have been adopted. The RTP implements the goals and policies in 1995 RUGGOs and the 1997 Regional Framework Plan, including the 2040 Growth Concept.

The 2040 planning process also included an evaluation of how different land-use and transportation strategies could help preserve livability in this region. The possible consequences of such strategies were analyzed, including their impact on operation of the region's transportation system. The regional strategy that evolved from this process is called the 2040 Growth Concept, which integrates land-use and transportation planning and curbs rural and resource land consumption by using land more efficiently inside the urban growth boundary. From a transportation standpoint, the 2040 Growth Concept provided the best overall performance at the lowest cost of all the alternatives concepts that were evaluated.

Adopted in 1995 as part of the RUGGOs, the 2040 Growth Concept directs most new development to mixed-use centers with higher densities of development and along existing major transportation corridors. It relies on a balanced transportation system that adequately serves walking, bicycling, driving, transit and national and international freight movement. Building neighborhoods and communities to focus new jobs, housing and services in these centers and corridors provides many benefits and has important implications for the region's transportation system.

The 2040 Growth Concept can be summarized by the following components:

- centers and corridors with an emphasis on higher development densities, mixed land uses, ease of traveling by transit, bicycling and walking, parking limit and streets designed for people, not just cars
- neighborhoods that will remain largely residential in nature, and change very little from today

- industrial areas and marine, rail and air cargo terminals that serve as the hub for regional commerce
- environmentally sensitive areas that need special protections

The preferred system of transportation projects and programs described in Chapter 3 of the Regional Transportation Plan represents the full set of improvements needed to fully implement the 2040 Growth Concept during the 20-year planning period, and keep pace with forecasted growth in the region. This system contains many “placeholder” projects, where a specific transportation need is identified, but more work is needed to develop refined projects or programs that serve the identified need. The preferred system meets all of the performance measures included in Chapter 1 of the plan, and should be used to guide long-range land use and right-of-way planning. The preferred system also incorporates all of the projects and programs included in the financially constrained and priority systems, described above. To be eligible for federal funds, a project or program in the preferred system must be amended into the financially constrained system.

Using urban land wisely allows for more cost-effective and efficient provision of road, sewer, water and stormwater systems. Our technical analysis showed that without the 2040 Growth Concept, the region’s urban growth boundary would have needed to be expanded by about 50 percent to accommodate predicted housing and employment growth to 2040. This would have resulted in the need for more costly extensions of existing transportation and utility systems. The 2040 Growth Concept also supports the region’s goal of providing jobs and shopping closer to where people live. A diverse and well-designed community provides access to a variety of jobs, shopping and other services from home and reduces the number of auto trips and the need to drive longer distances.

More people will walk, take a bus or ride a bike if our transportation system provides safe and convenient opportunities to do so. Focusing new jobs and housing close to restaurants, stores and services makes walking, bicycling and riding public transportation convenient. These travel options allow people who cannot drive, or who choose not to drive, to get where they need to go. Finally, more households may choose not to own a car, or decline a second car, if there are a number of travel options. Money could be saved that would otherwise be spent on car payments, fuel, insurance and maintenance. The 2040 Growth Concept encourages effective use of our land. The concept uses transportation investments to encourage economic activity in preferred areas where the region decides future development should occur.

The region’s transportation system plays a critical role in the continued economic health and livability of this region. When planning for how and where development should occur in this region, consideration must be given to existing and future transportation needs. Experience has shown that economic vitality occurs in those areas with the best access. Therefore, it is important that the Regional Transportation Plan strategically invest transportation funds to improve access to and through the areas that need it (e.g., central city, regional centers, industrial areas and facilities where goods move from one transportation mode to another). This means targeting investments in a manner that serves areas where the region has decided future development should occur as part of implementation of the 2040 Growth Concept.