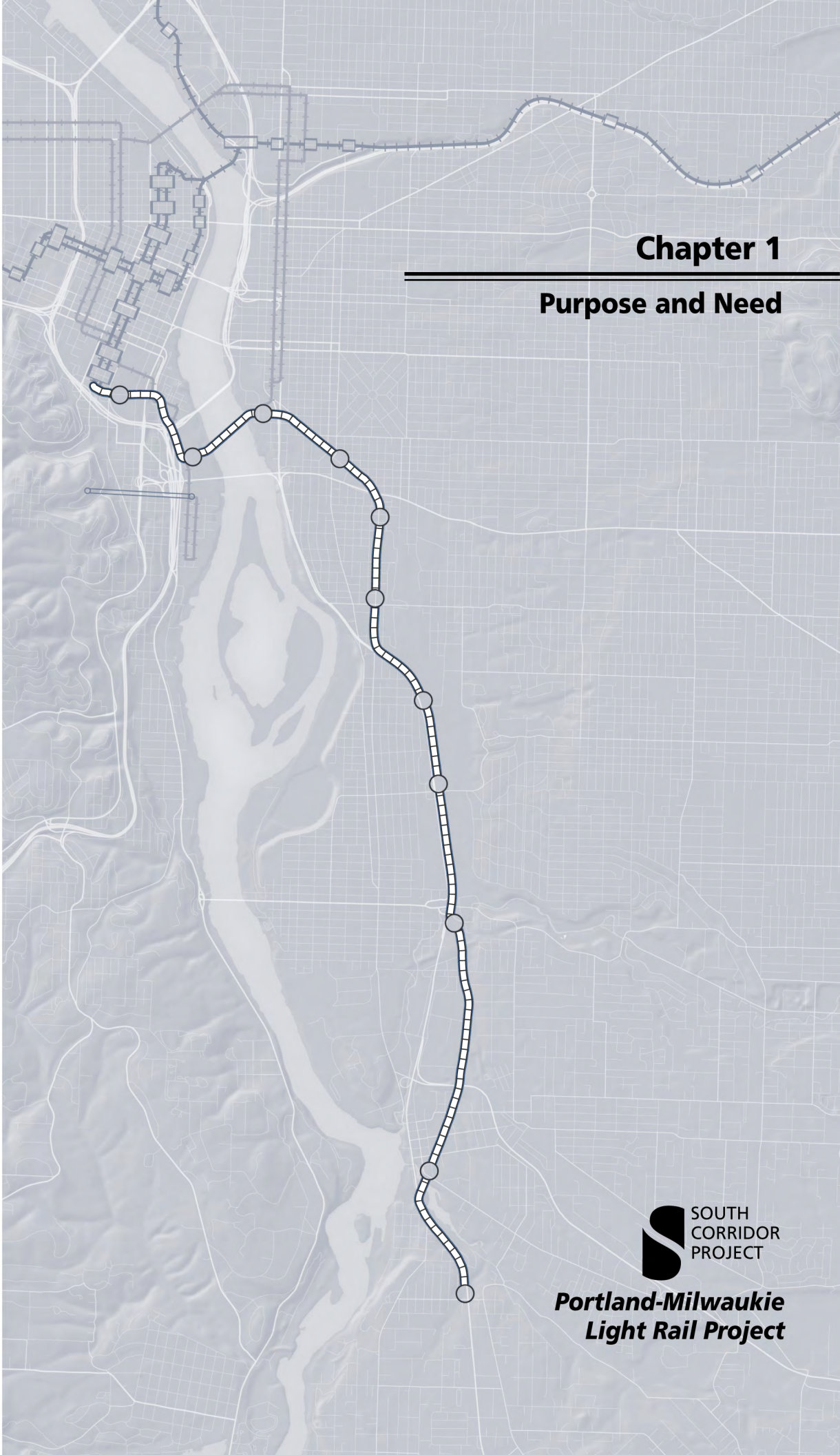


Chapter 1

Purpose and Need

SOUTH CORRIDOR PROJECT

Portland-Milwaukie Light Rail Project

1. PURPOSE AND NEED

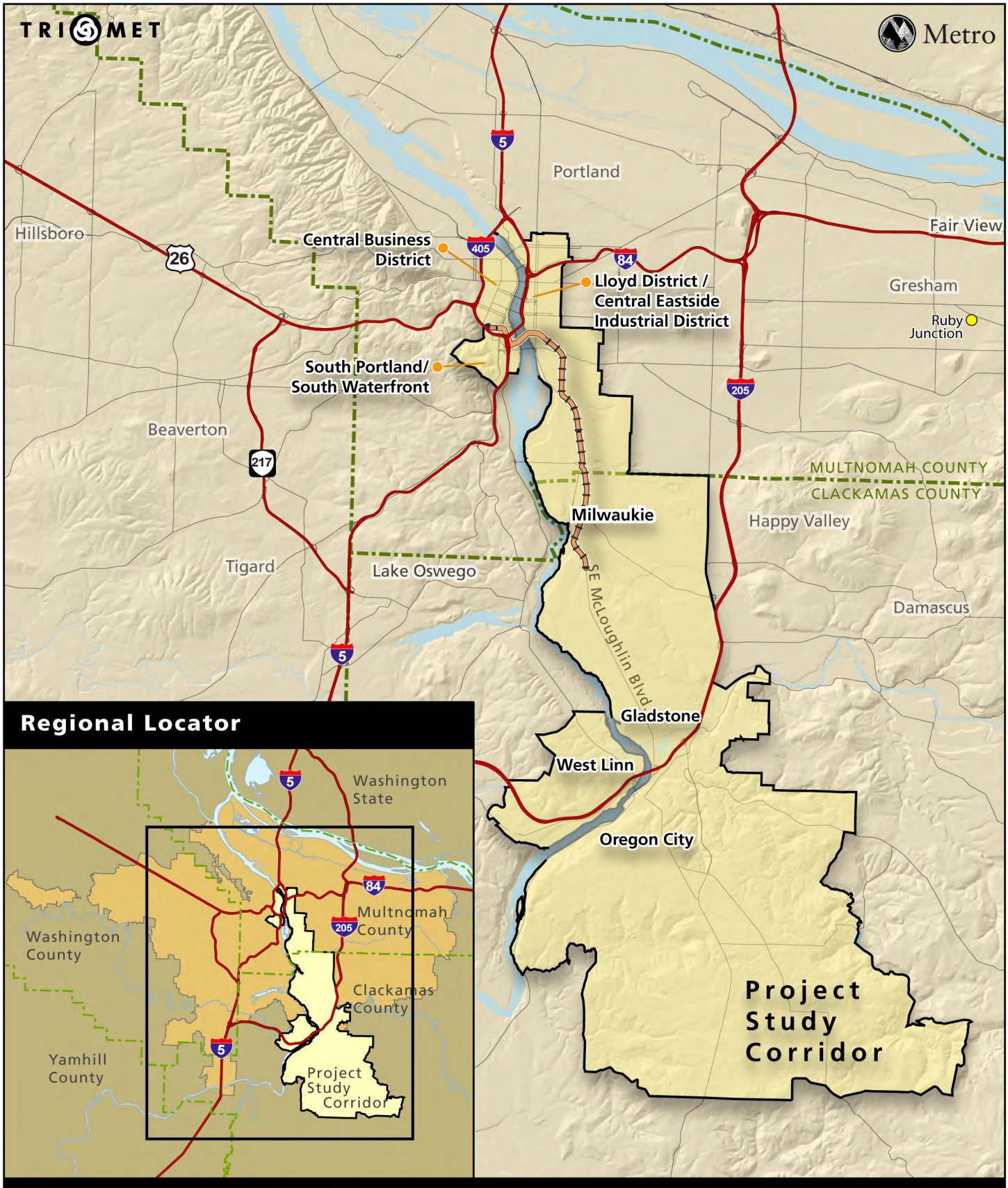
CHAPTER CONTENTS

The *Portland-Milwaukie Light Rail Project Final Environmental Impact Statement* (FEIS) focuses on a proposal to extend the regional light rail system to serve the southern portion of the Portland, Oregon metropolitan area, connecting urban centers in Multnomah and Clackamas counties. Figure 1.1-1 shows the regional setting for the proposed project, and Figure 1.1-2 shows the regional high capacity transit system. The Portland-Milwaukie Light Rail Project is part of a two-phase program to develop light rail serving what is known as the "South Corridor" in the Portland metropolitan area.

This FEIS has been prepared pursuant to the requirements of the National Environmental Policy Act of 1969 (42 USC 4321 et seq.), as amended, and 23 Code of Federal Regulations (CFR) Section 771.127. The Federal Transit Administration (FTA) is the federal lead agency for the FEIS, and the Tri-County Metropolitan Transportation District of Oregon (TriMet) and Metro are the local lead agencies.

In May 2008, FTA, TriMet, and Metro released a Supplemental Draft Environmental Impact Statement (SDEIS), which modified the *South/North Corridor Project Draft Environmental Impact Statement* (DEIS) published in February 1998, as well as the *South Corridor Project SDEIS* published in December 2002. In July 2008, the Metro Council identified a Locally Preferred Alternative (LPA) for the Portland-Milwaukie Light Rail Project, including a new bridge across the Willamette River. The LPA and the reasons for its selection were documented in the *Portland-Milwaukie Light Rail Project Locally Preferred Alternative Report* (Metro 2008).

The *South/North Corridor Project DEIS* (1998) examined a major transit capital investment from Vancouver, Washington, to downtown Portland and across the Willamette River to Clackamas County. The *South Corridor Project SDEIS* (2002) included high capacity transit



Portland-Milwaukie Light Rail Project **Figure 1.1-1**

Regional Setting

- Project Study Corridor
- Urban Growth Boundary
- Portland-Milwaukie Light Rail Project
- County Line
- Freeway

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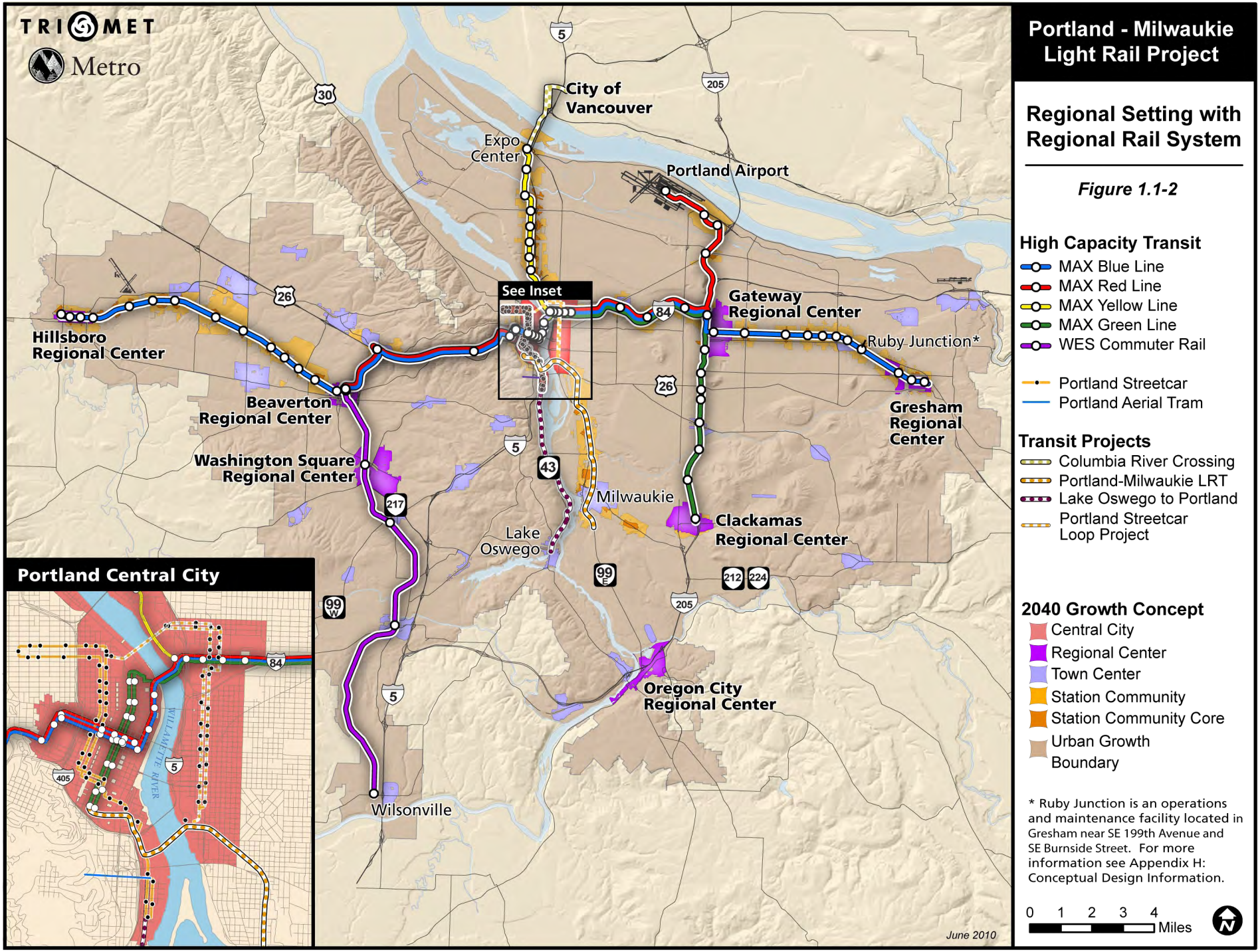

TRIMET
Metro
Portland - Milwaukie Light Rail Project
Regional Setting with Regional Rail System
Figure 1.1-2
City of Vancouver
Expo Center
Portland Airport
See Inset
Gateway Regional Center
Ruby Junction*
Hillsboro Regional Center
Beaverton Regional Center
Washington Square Regional Center
Gresham Regional Center
Milwaukie
Lake Oswego
Clackamas Regional Center
Oregon City Regional Center
Wilsonville
Portland Central City
High Capacity Transit
MAX Blue Line
MAX Red Line
MAX Yellow Line
MAX Green Line
WES Commuter Rail
Portland Streetcar
Portland Aerial Tram
Transit Projects
Columbia River Crossing
Portland-Milwaukie LRT
Lake Oswego to Portland
Portland Streetcar Loop Project
2040 Growth Concept
Central City
Regional Center
Town Center
Station Community
Station Community Core
Urban Growth Boundary
* Ruby Junction is an operations and maintenance facility located in Gresham near SE 199th Avenue and SE Burnside Street. For more information see Appendix H: Conceptual Design Information.
0 1 2 3 4 Miles
N
June 2010

alternatives connecting downtown Portland and Clackamas County, including a light rail alignment to Milwaukie, and an I-205 alignment to the Clackamas Regional Center connecting to the east side Metropolitan Area Express (MAX) line. Chapter 2, Alternatives, provides more detail about the range of alternatives that have been considered through the extensive planning history for the South Corridor

The LPA selection made in 2008 was based on these earlier environmental studies and public decisions for the corridor. Phase I of the South Corridor Project was the I-205/Portland Mall Transit Project, which began operating in 2009.

Phase II is the Portland-Milwaukie Light Rail Project, a light rail alignment that would connect to light rail at Portland State University and extend south to the City of Milwaukie and north Clackamas County. More detail on the project's development history and environmental record is provided in Chapter 2 and Appendix L.

The region's decision to select light rail and a new Willamette River bridge crossing for the South Corridor and move forward in two phases of investment is documented in the *South Corridor Project LPA Report* (Metro 2003). The *South Corridor I-205/Portland Mall FEIS* of 2004 further confirmed the LPA's selection of light rail for the Portland-Milwaukie Corridor. The 2005 LPA report further specified that the new Willamette River Bridge would provide a shared transitway accommodating light rail, buses, and streetcar, with a multi-use path.

This chapter describes the project's intended purpose for completing the light rail alignment between Portland and Milwaukie, and it explains why the project is needed. It provides a geographical and demographic description of the corridor, and it describes the corridor's existing transportation system. It also includes an overview of historic and projected population and employment growth; a description of the existing and projected traffic congestion in the corridor; a summary of the existing and projected impacts of congestion on the operation of the transit system in the corridor; an overview of the land use policies that affect the corridor transportation network; an overview of how state, regional, and local transportation policies affect the corridor; and a summary of the project's goals and objectives.

1.1 STATEMENT OF THE PORTLAND-MILWAUKIE LIGHT RAIL PROJECT'S PURPOSE AND NEED

The purpose leading to the proposed light rail investment was originally defined by the *South/North Corridor Project DEIS* in 1998. The purpose and need was updated with the *South Corridor Supplemental DEIS* in December 2002 and a subsequent South Corridor LPA decision in 2003, and was confirmed in the most recent LPA decision in 2008. The purpose is:

> *To implement a major transit improvement in the South Corridor that maintains livability in the metropolitan region, supports land use goals, optimizes the*

transportation system, is environmentally sensitive, reflects community values, and is fiscally responsive.

The Phase I investment for the South Corridor is now complete, and Phase II focuses on the need to develop light rail within the Portland-Milwaukie Corridor. The *need* for a major transit investment in the Portland-Milwaukie Corridor is identified as:

- Historic and projected rapid population and employment growth in the corridor, which creates an unmet demand for increased travel choices and transit capacity
- High levels of existing traffic congestion and travel delay in the corridor and deteriorating travel conditions in the future
- The need for high-quality transit service in the corridor to achieve regional and local land use objectives

1.1.1 Project Goals and Objectives

The goals and objectives established for the Portland-Milwaukie Light Rail Project derive from the purpose and need statement described above. These goals and objectives were first articulated in the South/North Transit Corridor Study, and have been refined through the *South Corridor Project SDEIS*, the selection of a 2003 LPA and the most recent 2008 LPA, and the decision to implement light rail in the South Corridor in two phases.

The goals and objectives for the project are to:

- Provide high-quality transit service in the corridor
- Ensure effective transit system operations in the corridor
- Maximize the ability of the transit system to accommodate future growth in travel demand in the corridor
- Minimize traffic congestion and traffic infiltration through neighborhoods in the corridor
- Promote regionally agreed-upon land use patterns and development in the corridor
- Provide for a fiscally stable and financially efficient transit system
- Maximize the efficiency and environmental sensitivity of the engineering design of the proposed project

These goals and objectives have been reinforced by several other regional and national initiatives including efforts to address climate change and reduce our dependence on fossil fuels, and Metro's recently adopted High Capacity Transit System Plan update conducted as part of the *Regional Transportation Plan* (RTP). In this FEIS, the goals and objectives are used to help guide the evaluations of how the LPA compares to a No-Build Alternative.

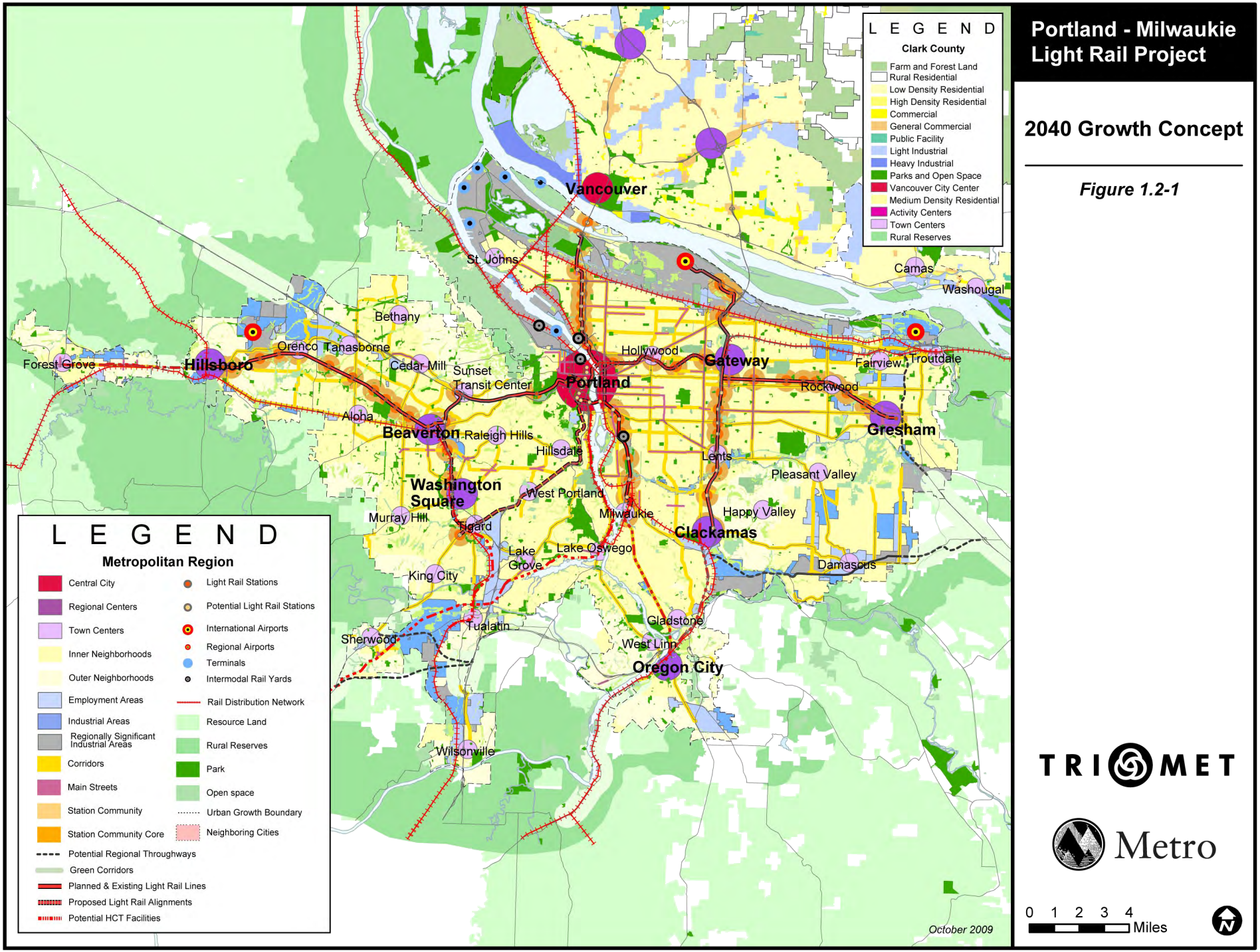
1.2 HIGH CAPACITY TRANSIT AND THE REGIONAL STRATEGY FOR MANAGING GROWTH

Oregon state law requires that the urban areas define "urban growth boundaries" that contain sufficient land to accommodate expected growth for 20 years. State law also requires that county governments prohibit or sharply restrict the type and density of development allowed outside the urban growth boundary (UGB). The Portland metropolitan region has had a defined strategy for managing growth and providing effective transportation within an adopted UGB since 1979. Metro's *Regional Urban Growth Goals and Objectives* define the Region 2040 Growth Concept (see Figure 1.2-1), which is directly linked to the RTP, as updated in 2010. The RTP identifies the projects and transportation measures needed to meet the demand for future growth, and it includes the Portland-Milwaukie Light Rail Project.

This linked land use/transportation policy approach is critical to managing the UGB and achieving the focused development patterns that are needed to achieve the region's goals and objectives. The growth concept is designed to accommodate 720,000 additional residents in the Oregon portion of the region, while limiting the expansion of the UGB.

The 2040 Growth Concept, created by Metro in cooperation with its local government partners, seeks to accommodate growth in a compact urban form that reduces conversion of natural and rural lands. The concept includes strategies to protect and support existing residential neighborhoods, make more efficient use of existing urban lands, reduce dependence on the automobile, and encourage mixed-use development in centers and corridors. Centers and corridors are the areas within the existing UGB where much of the expected growth is to be accommodated.

The Central City in downtown Portland is the region's high capacity transit (HCT) hub, serving current and future connections to regional centers and town centers. The role of the Portland Central City as the region's financial, cultural, tourism, retail, and commercial center is reinforced by the 2040 Growth Concept. The concept designates several "regional centers" and defines them as mixed-use areas consisting of high-density employment and residential developments served by HCT. It also designates "town centers" and defines them as smaller and slightly less dense than the regional centers. Within or adjacent to the corridor, the area around the Clackamas Town Center and the central area of Oregon City are designated as regional centers. The central area of Milwaukie, central Gladstone, the Lents district, and nearby Lake Oswego and West Linn are designated as town centers within the South Corridor.



Portland - Milwaukie Light Rail Project

2040 Growth Concept

Figure 1.2-1

TRIMET

Metro

0 1 2 3 4 Miles

1.3 DESCRIPTION OF THE PORTLAND-MILWAUKIE CORRIDOR

The Portland-Milwaukie Corridor is shown in Figure 1.3-1, which also shows the corridor's transportation system. The corridor is in the Portland/Vancouver metropolitan region, the population and economic center of an extensive area that includes southern Washington and much of Oregon. The metropolitan area incorporates the urban portion of three Oregon counties (Multnomah, Clackamas, and Washington) and the urban portion of Clark County, Washington. Portland, Oregon, is the largest city in the region and is located at its geographic center. The Portland-Milwaukie Corridor is generally defined as the "travelshed" between the urbanized portion of Clackamas County, Oregon City, Milwaukie, and the Portland Central City.

The corridor consists of the cities in a portion of unincorporated Clackamas County, the City of Milwaukie, a significant portion of southeast Portland, and Portland's Central City, which includes the Central Eastside Industrial District (CEID), the South Waterfront District, and the central business district (CBD).

1.3.1 Description of the Portland-Milwaukie Corridor Transportation System

The project corridor shown in Figure 1.3-1 includes four interstate highways: I-5, I-205, I-84, and I-405. Two interstate bridges cross the Willamette River near downtown Portland: the I-5/Marquam Bridge (south) and the I-405/Fremont Bridge (north). Between the interstate bridges, there are six bridges that connect the local street systems between downtown and Portland's east side. South of the Marquam Bridge, there are only two bridges across the Willamette River between the South Waterfront District of downtown Portland and Milwaukie: the Ross Island Bridge and the Sellwood Bridge.

SE McLoughlin Boulevard (OR 99E) is the only major highway serving north/south travel in the corridor. It provides the primary access between downtown Portland, the inner southeast Portland neighborhoods, the City of Milwaukie, the Oak Grove and Oak Lodge neighborhoods, the City of Gladstone, and the City of Oregon City. Near the southern end of the corridor, Highway 224 connects SE McLoughlin Boulevard to the Clackamas Regional Center area to the east.

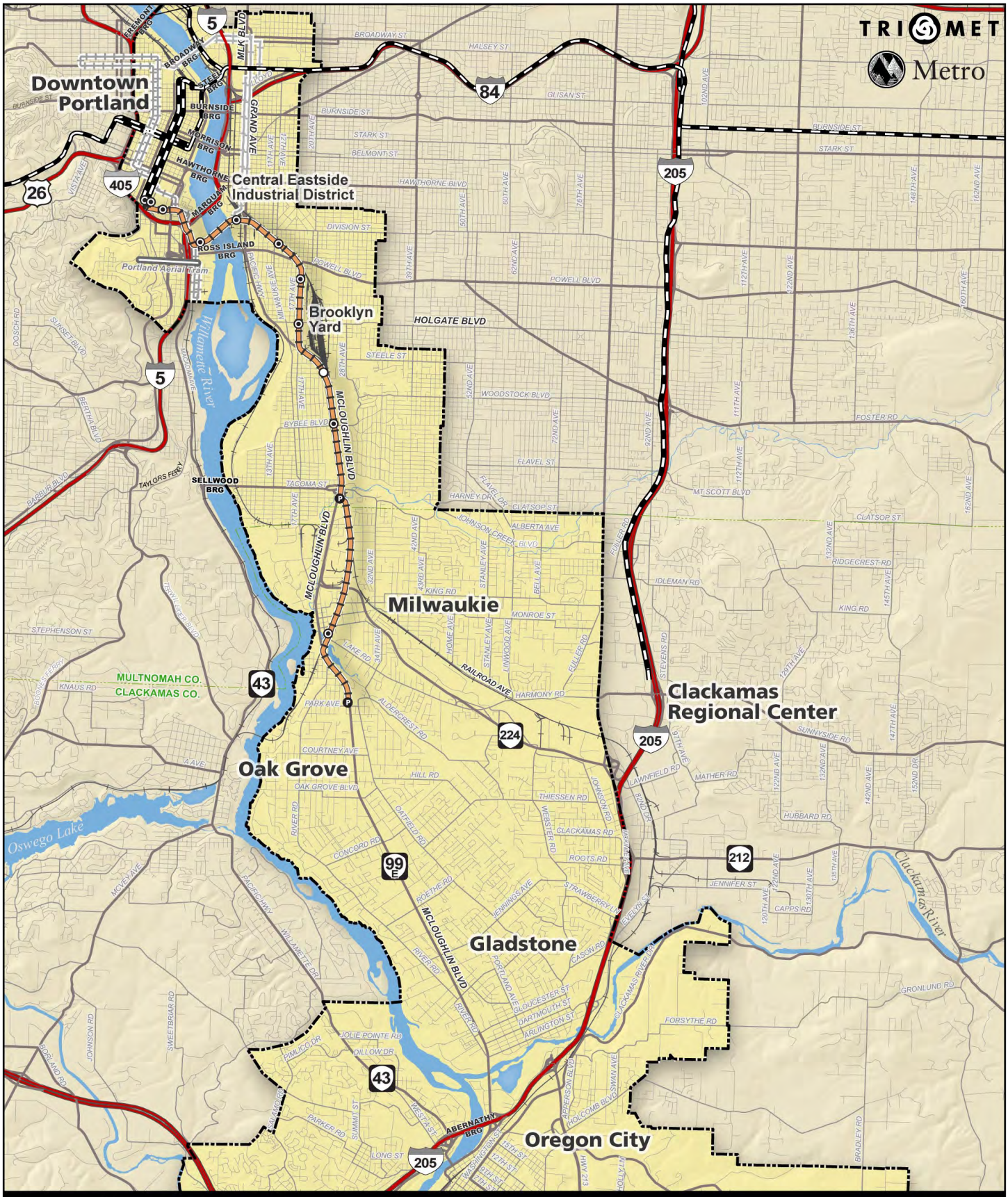
Freight and passenger rail service in the corridor uses the Union Pacific Railroad (UPRR) main line, which runs through the corridor on the east side of the Willamette River. The line runs through the Central Eastside Industrial District (CEID) into Brooklyn Yard near SE Holgate Boulevard, continues south into Milwaukie, and then turns east just north of Highway 224 and parallels SE Railroad Avenue. Other rail lines in the project corridor include UPRR's Tillamook Branch line, which connects to the UPRR main line in north Milwaukie, and the Oregon Pacific Railroad's East Portland Branch.

Bus and light rail service within the corridor is provided by TriMet. TriMet operates five bus lines on SE McLoughlin Boulevard. These bus lines connect the Portland Central Business District (CBD) with Milwaukie, Clackamas Regional Center, and Oregon City.

TriMet's light rail service (i.e., MAX, shown in Figure 1.1-2) has four major lines. The Blue Line connects Gresham and the Downtown Portland Transit Mall in downtown Portland, and continues to Hillsboro. The Red Line runs between the Portland International Airport, downtown Portland, and Beaverton. The Yellow Line (i.e., Interstate MAX) provides light rail service between the south end of the Downtown Portland Transit Mall and continues north to the Expo Center in North Portland, connecting with the Blue Line and the Red Line in downtown Portland and at the Rose Quarter Transit Center. The Blue Line and the Red Line connect at the Gateway Transit Center. The Green Line (part of the South Corridor Phase I project) runs from the Downtown Portland Transit Mall to the Clackamas Regional Center via I-205, connecting to the Blue and Red lines at the Gateway Transit Center. The proposed Portland-Milwaukie Light Rail Project would extend light rail from its current southern terminus on the Downtown Portland Transit Mall at Portland State University (PSU).

The Portland Aerial Tram operates between the South Waterfront District and the Oregon Health & Science University (OHSU) campus on SW Sam Jackson Park Road on Marquam Hill. Marquam Hill also houses the OHSU Hospital, the Shriners Hospital for Children, the Portland Veterans Affairs Medical Center, and other medical facilities. The tram provides an alternative mode of transportation between South Portland and Marquam Hill, which has a limited street network.

The City of Portland operates a streetcar in downtown Portland, with an existing line that is within the light rail corridor, along with the Portland Streetcar Loop Project, a 3.3-mile loop extension to the east side that is scheduled for opening in 2012. The City of Portland's currently operating streetcar system runs on both NW Northrup and NW Lovejoy streets from NW 23rd Avenue through downtown Portland via SW 10th and SW 11th avenues and terminates at SW Lowell Street in South Waterfront, providing a connection to the Portland Aerial Tram. The Portland Streetcar Loop Project would extend the streetcar system across the Broadway Bridge and along SE Grand Avenue and SE Martin Luther King Jr. Boulevard to the Oregon Museum of Science and Industry (OMSI) on SE Water Avenue.



Portland-Milwaukie Light Rail Project — **Figure 1.3-1**

Existing Transportaion System

- Portland - Milwaukie Light Rail Project
- Station
- Future Station
- Park-and-Ride
- Existing Light Rail
- Under Construction Streetcar
- Existing Streetcar
- Freeways
- Major Streets
- Arterials
- Railroad
- Project Corridor

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June 2010

1.4 GROWTH IN THE REGION AND THE PROJECT CORRIDOR

High rates of population and employment growth have occurred within the Portland-Vancouver Standard Metropolitan Statistical Area (SMSA) and in the corridor, and this growth is expected to continue.

The historic and future growth in employment and households:

- Results in deteriorating travel conditions
- Creates a demand for additional transit service
- Creates opportunities for high-density development nodes that could be well served by light rail transit alternatives

1.4.1 Future Growth in the Portland/Vancouver Metropolitan Area

Over the past 30 years, the population within the four-county Portland/Vancouver metropolitan area has grown by approximately 76 percent, from 1,106,800 people in 1975 to 1,946,000 people in 2005. By 2030, the region will need to accommodate nearly one million more residents.

Since 1980, the rate of employment growth in the Portland/Vancouver metropolitan area has been almost 50 percent greater than the national average. In 30 years, the employment in the region increased by approximately 113 percent, from 441,500 jobs in 1975 to 941,600 jobs in 2005. During the late 1980s, the region's employment grew rapidly, ranking fourth fastest in the country and averaging about 27,300 net new jobs per year from 1985 to 1990. Employment growth slowed in the early 1990s during a short national recession. In the late 1990s the region again experienced strong job growth, with an average increase of about 32,200 net new jobs from 1993 to 1998, reflecting about a 4 percent annual growth rate. By 2030, the region expects to see 750,000 more jobs.

This pattern of ebb and flow has continued through the current decade, with periods of more rapid growth interspersed with periodic slowdowns. Long-range forecasts through the year 2030 take these cycles into account, but the region continues to expect growth that exceeds the national average.

Table 1.4-1 shows the population and employment history in the SMSA for 1975, 1985, 1995, and 2005. It also provides regional forecasts for growth through the year 2030.

Table 1.4-1
Historical and Future Growth in Population and Employment within the Four-County Portland/Vancouver Standard Metropolitan Statistical Area[1]

Year	Population[2]	Employment[3]
1975	1,106,800	441,500
1985	1,289,200	562,000
1995	1,623,500	809,900
2005	1,946,000	941,600
2030[4]	2,857,600	1,691,860

Metro DRC 2007.
1 Clackamas, Multnomah, and Washington counties in Oregon and Clark County in Washington.
2 Source: U.S. Census.
3 Source: Bureau of Labor Statistics.
4 Source: Metro Forecasts.

1.4.2 Future Growth in the Portland-Milwaukie Project Corridor

The Portland-Milwaukie Project Corridor includes portions within Clackamas County and portions within the Portland Central City. Figures 1.4-1 and 1.4-2 map the projections of household and employment growth by 2030 for areas (districts 1 through 9 on the figures) within the corridor.

Between 2005 and 2030, households in the corridor are expected to increase by 59 percent, which is higher than Metro's projected region-wide household growth of 48 percent. Employment in the corridor is projected to increase by 42 percent between 2005 and 2030, which is lower than the region-wide average. The corridor's faster growth in households and slower growth in jobs will increase the demand for commute trips to destinations outside the corridor. At the same time, there will be fairly robust growth in population and employment in several areas along the corridor, as well as in nearby centers with existing light rail service, increasing overall demand for effective transportation services.

1.4.2.1 Portland Central City

The Portland Central City includes the downtown area/Central Business District (CBD) and the Central Eastside Industrial District (CEID)/Lloyd District/Rose Quarter. The Portland Central City contains the largest concentration of employment in the region. As of 2005, the Portland Central City contained 141,600 jobs and 19,100 households. As shown in Figure 1.4-2, employment in the Portland Central City is expected to grow by about 38 percent over 25 years, reaching a total of 195,100 jobs by 2030. The number of households is expected to grow to 44,200 over the same period.

The Portland Central City also includes the rapidly developing South Waterfront District. Between 2004 and 2007, several residential towers and OHSU's Center for Health and Healing opened in the area, which is connected to OHSU's campus on Marquam Hill by the Portland Aerial Tram. Zidell Companies and OHSU, the major property owners in the district, are planning for a major redevelopment and a campus expansion on their properties. OHSU is planning a 19-acre campus that would include teaching facilities, student housing,

and classrooms. Zidell Companies is planning a six-acre major redevelopment of its current barge-building industrial site. As of 2005, the southern portions of the Portland Central City contained about 25,700 jobs and about 2,200 households. Employment in these areas is expected to grow by about 59 percent over 25 years and total about 41,000 jobs by 2030. The number of households in the district is expected to grow by about 5,000, reaching around 7,200 households by 2030, a threefold increase over 2005.

Effective connections between the South Waterfront District and Marquam Hill can help maximize the use of transit as an alternative to the automobile. OHSU limits parking for employees and students, and the three major employers on Marquam Hill (OHSU, Shriners Hospital for Children, and Portland Veterans Affairs Medical Center) have more than 50 percent of their employees using public transit. Development plans in the South Waterfront District also restrict access to parking and envision a high percentage of all trips by modes other than the automobile, with 20 percent of all trips to be made by transit and 40 percent by modes such as biking and walking.

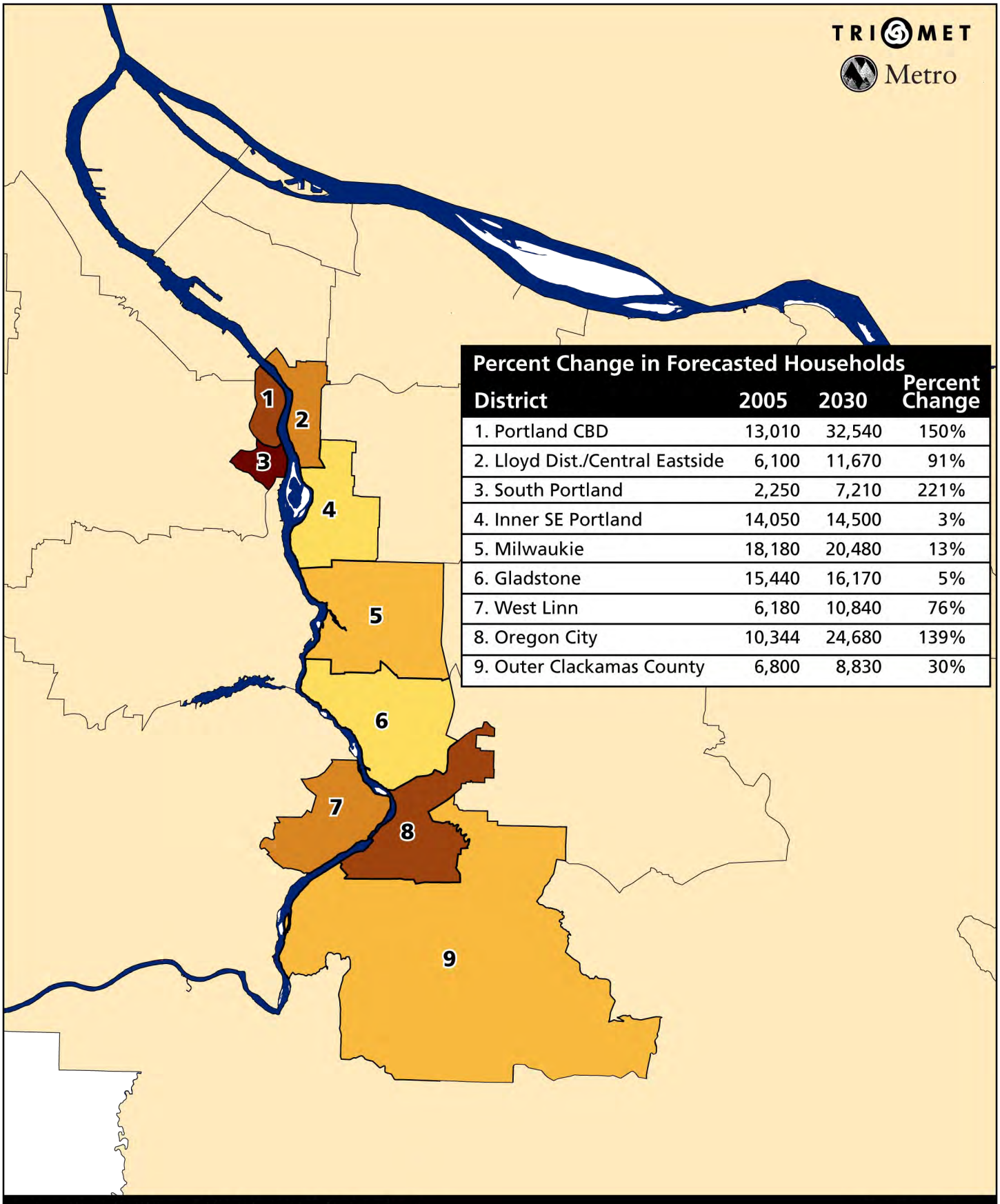
1.4.2.2 Inner Southeast Portland

The portion of southeast Portland that is in the corridor currently contains a high density of housing units. Employment in the district is at 18,900 jobs and is expected to grow by 24 percent to about 23,400 jobs by 2030 (Figures 1.4-1 and 1.4-2).

1.4.2.3 City of Milwaukie

All of the City of Milwaukie is inside the corridor. As of 2005, Milwaukie contained about 21,800 jobs and about 18,200 households. Employment in Milwaukie is expected to grow by about 38 percent over 25 years and total about 30,100 jobs by 2030 (Figure 1.4-2). The area currently contains a relatively high number of households and is expected to grow by about 13 percent and reach around 20,500 households by 2030 (Figure 1.4-1).

Milwaukie serves as a major travel market for auto and transit trips in the corridor. Downtown Milwaukie is a major transit hub and is served by ten bus lines, including two Frequent Service Lines.



Percent Change in Forecasted Households

District	2005	2030	Percent Change
1. Portland CBD	13,010	32,540	150%
2. Lloyd Dist./Central Eastside	6,100	11,670	91%
3. South Portland	2,250	7,210	221%
4. Inner SE Portland	14,050	14,500	3%
5. Milwaukie	18,180	20,480	13%
6. Gladstone	15,440	16,170	5%
7. West Linn	6,180	10,840	76%
8. Oregon City	10,344	24,680	139%
9. Outer Clackamas County	6,800	8,830	30%

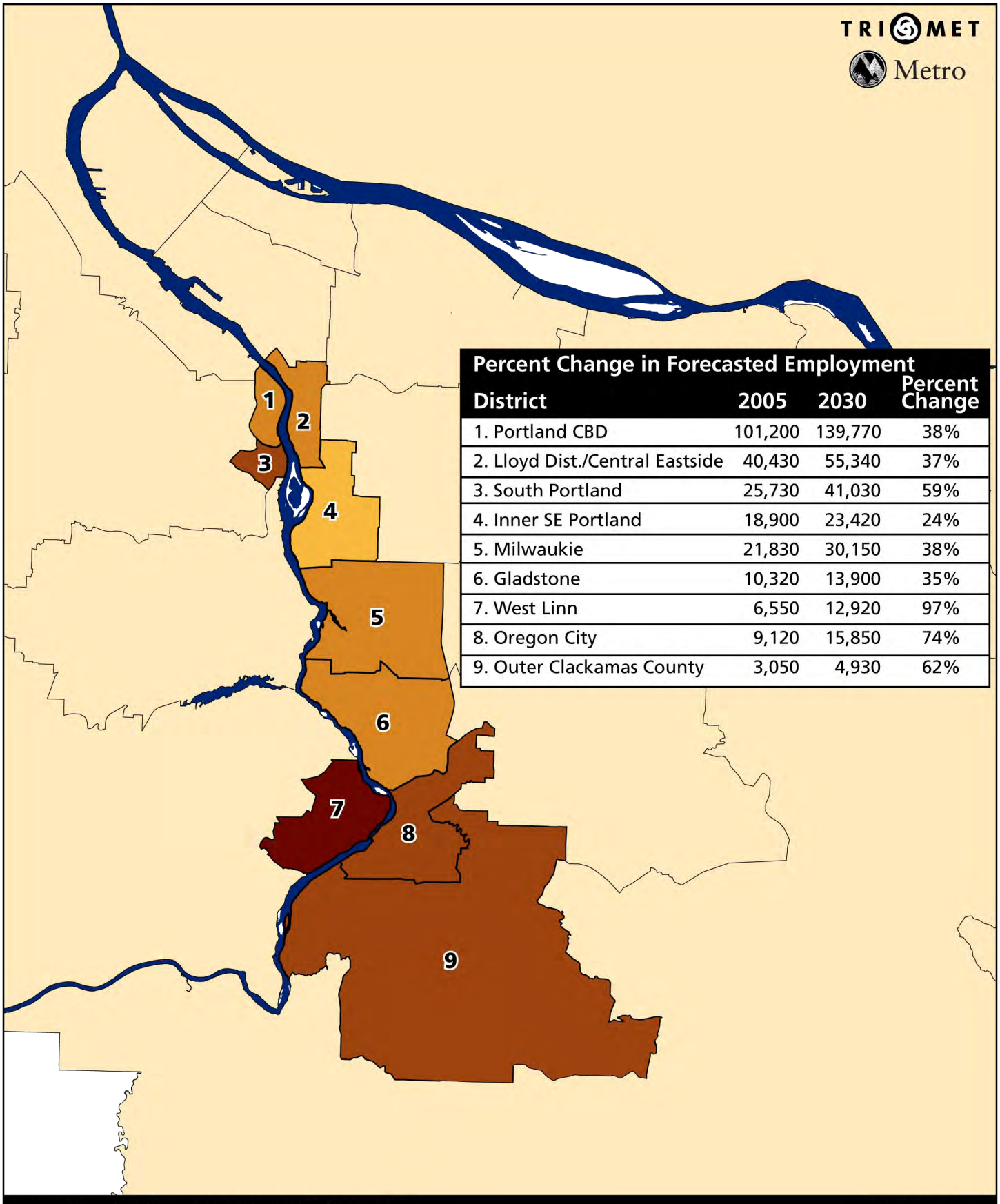
Portland-Milwaukie Light Rail Project ***Figure 1.4-1***

Percent Change in Forecasted Households, 2005-2030

0-10% 10-50% 50-100% 100-200% +200%

0 1 2 3 4 Miles

June 2010



Percent Change in Forecasted Employment

District	2005	2030	Percent Change
1. Portland CBD	101,200	139,770	38%
2. Lloyd Dist./Central Eastside	40,430	55,340	37%
3. South Portland	25,730	41,030	59%
4. Inner SE Portland	18,900	23,420	24%
5. Milwaukie	21,830	30,150	38%
6. Gladstone	10,320	13,900	35%
7. West Linn	6,550	12,920	97%
8. Oregon City	9,120	15,850	74%
9. Outer Clackamas County	3,050	4,930	62%

Portland-Milwaukie Light Rail Project ***Figure 1.4-2***

Percent Change in Forecasted Employment, 2005-2030

0-10% 10-25% 25-50% 50-75% 75-100%

0 1 2 3 4 Miles

November 2009

1.5 THE EFFECT OF TRAFFIC CONGESTION AND VEHICLE DELAY ON THE PORTLAND-MILWAUKIE PROJECT CORRIDOR

Over the past two decades, traffic volumes on the corridor's regional roadways have increased significantly. High levels of population and employment growth are expected to make traffic congestion worse.

Table 1.5-1 shows how traffic volumes have grown on SE McLoughlin Boulevard, the primary roadway serving the corridor. From 1985 to 2005, traffic volumes grew 22 percent at I-205 and 66 percent at Highway 224 in Milwaukie.

Table 1.5-1
Historic Growth in Portland-Milwaukie Project Corridor Traffic Volumes

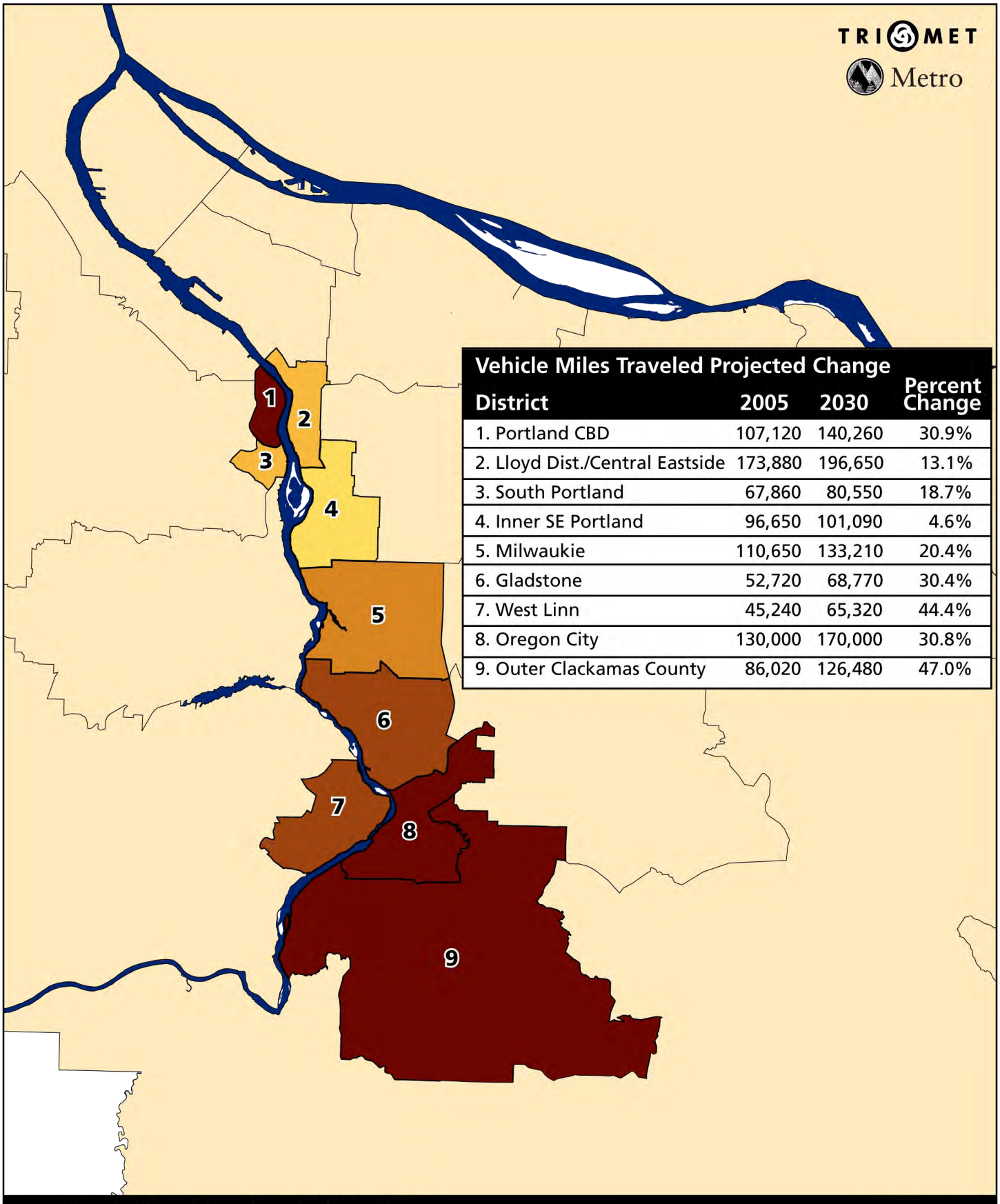
	1985 ADT1	1995 ADT1	2005 ADT1	% Change (1985-2005)
SE McLoughlin Boulevard at:				
SE 17th Avenue	39,000	45,000	48,000	23%
Highway 224	31,100	48,600	51,700	66%
I-205	32,700	35,300	40,000	22%

Source: Oregon Department of Transportation 2005.

[1] ADT = average daily traffic (vehicle volumes in both directions).

Increasing traffic in the corridor will likely cause deteriorating traffic conditions over the next two decades. Figure 1.5-1 shows growth in vehicle miles traveled (VMT) from 2005 to 2030 by district within the corridor. This VMT growth will more than double the miles of major roads in the corridor that are congested (i.e., roadways that have volumes in excess of 90 percent of their design capacity). Some of the districts within the corridor are projected to be much more congested by 2030. Congestion in South Portland (district 3 on Figure 1.5-1) is projected to grow by more than 70 percent by 2030. Congestion in Milwaukie (district 5 on Figure 1.5-1) is expected to more than double by 2030. Throughout the corridor, VMT are expected to increase by nearly 25 percent, while congested road miles would more than double.

Figure 1.5-2 shows how growth in the South Corridor will create greater transportation demand than the primary roadway facilities can effectively manage. By 2030, many locations on SE McLoughlin Boulevard will have a projected demand that would exceed the roadway's capacity. This would increase travel times and delays for drivers as well as for freight and bus transit. As travel demand on SE McLoughlin Boulevard exceeds capacity, more trips would also divert onto neighborhood arterials, creating additional congestion and delay. Increased congestion and travel times would diminish schedule reliability for bus transit, and could lower its ability to attract riders. These factors could cause TriMet to consider increases in service hours, operating costs, and the size of its bus fleet in order to maintain a constant level of service and operating efficiency.



Vehicle Miles Traveled Projected Change			
District	2005	2030	Percent Change
1. Portland CBD	107,120	140,260	30.9%
2. Lloyd Dist./Central Eastside	173,880	196,650	13.1%
3. South Portland	67,860	80,550	18.7%
4. Inner SE Portland	96,650	101,090	4.6%
5. Milwaukie	110,650	133,210	20.4%
6. Gladstone	52,720	68,770	30.4%
7. West Linn	45,240	65,320	44.4%
8. Oregon City	130,000	170,000	30.8%
9. Outer Clackamas County	86,020	126,480	47.0%

Portland-Milwaukie Light Rail Project ***Figure 1.5-1***

Vehicle Miles Traveled (VMT) Projected Change, 2005-2030

0-10% 10-20% 20-30% 30-40% 40-50%

0 1 2 3 4 Miles

November 2009

1.6 STATE, REGIONAL, AND LOCAL PLANNING AND POLICY FRAMEWORK

In addition to state requirements for managing growth within an urban growth boundary, there is an established framework of state, regional, and local plans and policies that emphasize the link between land use and transportation decisions.

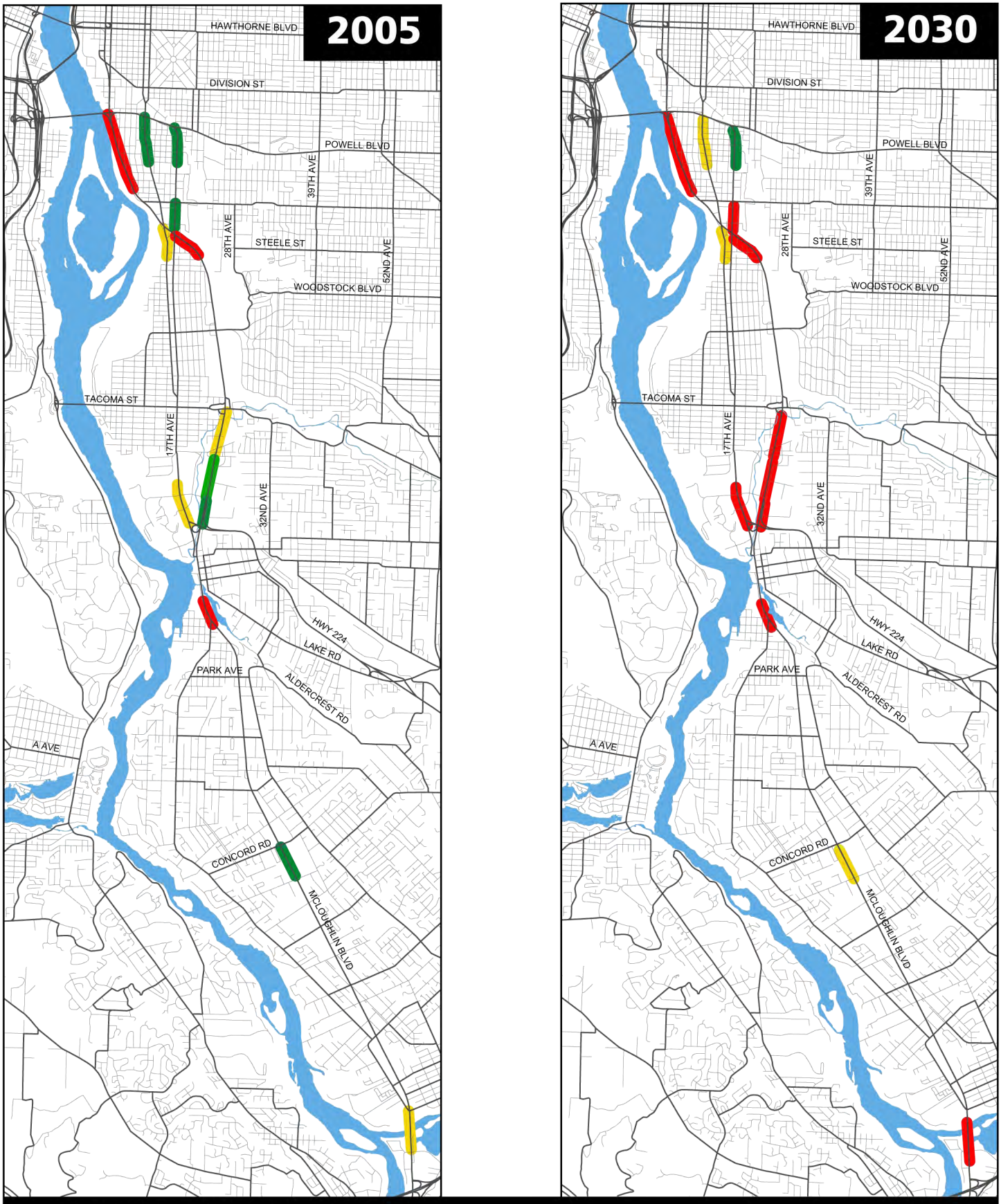
In 1991, to strengthen the connections between land use policies and transportation policies, the state developed the Transportation Planning Rule (TPR) to implement Statewide Planning Goal 12, Transportation. The TPR requires cities and counties to:

- Consider changes to land use densities and designs as a way to meet transportation needs
- Adopt changes to their subdivision and development ordinances to encourage more transit- and pedestrian-friendly development and street patterns
- Amend their comprehensive plans to allow transit-oriented developments along transit routes

Regionally and within the project corridor, there has been extensive public and private investment in support of these policies. For instance:

- The 2040 Growth Concept calls for accommodating urban growth in centers and corridors, and for connecting centers with high capacity transit.
- The Portland-Milwaukie Project Corridor has land use development patterns that support transit use; the corridor connects directly to the region's largest urban center, the Portland Central City and its south and eastern neighborhoods, and it connects to the City of Milwaukie, a designated town center that is midway between the Portland Central City and Oregon City Regional Center.
- The 2040 Growth Concept includes potential light rail stations from the Portland Central City south to Milwaukie, roughly along SE McLoughlin Boulevard (OR 99E), and identifies future high capacity transit from Milwaukie Town Center to Oregon City Regional Center; this corridor is also identified in the region's recently adopted High Capacity Transit System Plan.

Finally, all applicable local and regional land use plans and policies in the Oregon portion of the region have been formulated on, among other things, providing high capacity transit in regional corridors such as the South Corridor, which includes the Portland-Milwaukie Project Corridor. Land use designations, zoning patterns, and water, sewer, and other infrastructure plans and investments in all local jurisdictions have been located and sized on development forecasts in high capacity transit corridors.



Portland-Milwaukie Light Rail Project — *Figure 1.5-2*

2-Hour P.M. Peak Conditions in the Corridor, 2005-2030

Demand/Capacity at Selected Locations

- less than 0.9
- between 0.9 and 1.0
- greater than 1.0

Metro TRIMET

0 0.5 1 1.5 Miles

November 2009