

Chapter 2

Transportation

**REGIONAL FRAMEWORK PLAN
CHAPTER 2 TRANSPORTATION**

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Chapter 2 Transportation

Introduction

In 1992, the region's voters approved a charter for Metro that formally gave responsibility for regional land use planning to the agency, and requires adoption of a Regional Framework Plan that integrates land use, transportation and other regional planning mandates. The combined policies of this framework plan establish a new framework for planning in the region by linking land use and transportation plans. Fundamental to this plan is a transportation system that integrates goods and people movement with the surrounding land uses.

This chapter of the Regional Framework Plan presents the overall policy framework for the specific transportation goals, objectives and actions contained in the Regional Transportation Plan (RTP). It also sets a direction for future transportation planning and decision-making by the Metro Council and the implementing agencies, counties and cities. The policies in this chapter are also a key component of the regional strategy to reduce per capita greenhouse gas emissions from light-duty vehicle travel.

The policies aim to implement the 2040 Growth Concept and:

- Protect the economic health and livability of the region.
- Improve the safety of the transportation system.
- Provide a transportation system that is efficient and cost-effective, investing our limited resources wisely.
- Make the most of the investments the region has already made in our transportation system through system and demand management strategies, such as expanding the use of technology to actively manage the transportation system, and providing traveler information and incentives to expand the use of travel options.
- Make transit convenient, frequent, accessible and affordable.
- Provide access to more and better choices for travel in this region and serve special access needs for all people, including youth, older adults and people with disabilities and people with low income.
- Provide adequate levels of mobility for people and goods within the region.
- Protect air and water quality, promote energy conservation, and reduce greenhouse gas emissions.
- Provide transportation facilities that support a balance of jobs and housing.
- Make biking and walking the most convenient, safe and enjoyable transportation choices for short trips.
- Limit dependence on drive alone travel, and increase biking, walking, carpooling, vanpooling and the use of transit.
- Make streets and highways safe, reliable and connected to provide for the movement of people and goods through an interconnected system of street, highway, air, marine and rail systems, including passenger and freight intermodal facilities and air and water terminals.
- Integrate land use, automobile, bicycle, pedestrian, freight and public transportation needs in regional and local street designs.
- Limit the impact of urban travel on rural land through use of green corridors.
- Manage parking to make efficient use of vehicle parking and land dedicated to vehicle parking.
- Demonstrate leadership on reducing greenhouse gas emissions.

Goal 1: Foster Vibrant Communities and Efficient Urban Form

Land use and transportation decisions are linked to optimize public investments, reduce greenhouse gas emissions and support active transportation options and jobs, schools, shopping, services, recreational opportunities and housing proximity.

Objective 1.1 Compact Urban Form and Design

Use transportation investments to focus growth in and provide multi-modal access to 2040 Target Areas and ensure that development in 2040 Target Areas is consistent with and supports the transportation investments.

Objective 1.2 Parking Management

Minimize the amount and promote the efficient use of land dedicated to vehicle parking.

Objective 1.3 Affordable Housing

Support the preservation and production of affordable housing in the region.

Goal 2: Sustain Economic Competitiveness and Prosperity

Multi-modal transportation infrastructure and services support the region's well-being and a diverse, innovative, sustainable and growing regional and state economy.

Objective 2.1 Reliable and Efficient Travel and Market Area Access

Provide for reliable and efficient multi-modal local, regional, interstate and intrastate travel and market area access through a seamless and well-connected system of throughways, arterial streets, freight services, transit services and bicycle and pedestrian facilities.

Objective 2.2 Regional Passenger Connectivity

Ensure reliable and efficient connections between passenger intermodal facilities and destinations in and beyond the region to improve non-auto access to and from the region and promote the region's function as a gateway for tourism.

Objective 2.3 Metropolitan Mobility

Maintain sufficient total person-trip and freight capacity among the various modes operating in the Regional Mobility Corridors to allow reasonable and reliable travel times through those corridors.

Objective 2.4 Freight Reliability

Maintain reasonable and reliable travel times and access through the region as well as between freight intermodal facilities and destinations within and beyond the region to promote the region's function as a gateway for commerce.

Objective 2.5 Job Retention and Creation

Attract new businesses and family-wage jobs and retain those that are already located in the region.

Goal 3: Expand Transportation Choices

Multi-modal transportation infrastructure and services provide all residents of the region with affordable and equitable options for accessing housing, jobs, services, shopping, educational, cultural and recreational opportunities, and facilitate competitive choices for goods movement for all businesses in the region.

Objective 3.1 Travel Choices

Achieve modal targets for increased walking, bicycling, use of transit and shared ride and reduced reliance on the automobile and drive alone trips.

Objective 3.2 Vehicle Miles of Travel

Reduce vehicle miles traveled per capita.

Objective 3.3 Equitable Access and Barrier Free Transportation

Provide affordable and equitable access to travel choices and serve the needs of all people and businesses, including people with low income, youth, older adults and people with disabilities, to connect with jobs, education, services, recreation, social and cultural activities.

Objective 3.4 Shipping Choices

Support multi-modal freight transportation system that includes air cargo, pipeline, trucking, rail, and marine services to facilitate competitive choices for goods movement for businesses in the region.

Goal 4: Emphasize Effective and Efficient Management of the Transportation System

Existing and future multi-modal transportation infrastructure and services are well-managed to optimize capacity, improve travel conditions for all users and address air quality and greenhouse gas emissions reduction goals.

Objective 4.1 Traffic Management

Apply technology solutions to actively manage the transportation system.

Objective 4.2 Traveler Information

Provide comprehensive real-time traveler information to people and businesses in the region.

Objective 4.3 Incident Management

Improve traffic incident detection and clearance times on the region's transit, arterial and throughways networks.

Objective 4.4 Demand Management

Implement services, incentives and supportive infrastructure to increase telecommuting, walking, biking, taking transit, and carpooling, and shift travel to off-peak periods.

Objective 4.5 Value Pricing

Consider a wide range of value pricing strategies and techniques as a management tool, including but not limited to parking management to encourage walking, biking and transit ridership and selectively promote short-term and long-term strategies as appropriate.

Goal 5: Enhance Safety and Security

Multi-modal transportation infrastructure and services are safe and secure for the public and goods movement.

Objective 5.1 Operational and Public Safety

Reduce fatal and severe injury crashes for all modes of travel.

Objective 5.2 Crime

Reduce vulnerability of the public, goods movement and critical transportation infrastructure to crime.

Objective 5.3 Terrorism, Natural Disasters and Hazardous Material Incidents

Reduce vulnerability of the public, goods movement and critical transportation infrastructure to acts of terrorism, natural disasters, climate change, hazardous material spills or other hazardous incidents.

Goal 6: Promote Environmental Stewardship

Promote responsible stewardship of the region's natural, community, and cultural resources.

Objective 6.1 Natural Environment

Avoid or minimize undesirable impacts on fish and wildlife habitat conservation areas, wildlife corridors, significant flora and open spaces.

Objective 6.2 Clean Air

Reduce transportation-related vehicle emissions to improve air quality so that as growth occurs, the view of the Cascades and the Coast Range from within the region are maintained.

Objective 6.3 Water Quality and Quantity

Protect the region's water quality and natural stream flows.

Objective 6.4 Energy and Land Consumption

Reduce transportation-related energy and land consumption and the region's dependence on unstable energy sources.

Objective 6.5 Climate Change

Reduce transportation-related greenhouse gas emissions and meet adopted targets for reducing greenhouse gas emissions from light vehicle travel.

Goal 7: Enhance Human Health

Multi-modal transportation infrastructure and services provide safe, comfortable and convenient options that support active living and physical activity, and minimize transportation-related pollution that negatively impacts human health.

Objective 7.1 Active Living

Provide safe, comfortable and convenient transportation options that support active living and physical activity to meet daily needs and access services.

Objective 7.2 Pollution Impacts

Minimize noise, impervious surface and other transportation-related pollution impacts on residents in the region to reduce negative health effects.

Goal 8: Ensure Equity

The benefits and adverse impacts of regional transportation planning, programs and investment decisions are equitably distributed among population demographics and geography, considering different parts of the region and census block groups with different incomes, races and ethnicities.

Objective 8.1 Environmental Justice

Ensure benefits and impacts of investments are equitably distributed by population demographics and geography.

Objective 8.2 Coordinated Human Services Transportation Needs

Ensure investments in the transportation system provide a full range of affordable options for people with low income, elders and people with disabilities consistent with the Tri-County Coordinated Human Services Transportation Plan (CHSTP).

Objective 8.3 Housing Diversity

Use transportation investments to achieve greater diversity of housing opportunities by linking investments to measures taken by the local governments to increase housing diversity.

Objective 8.4 Transportation and Housing Costs

Reduce the share of households in the region spending more than 50 percent of household income on housing and transportation combined.

Goal 9: Ensure Fiscal Stewardship

Regional transportation planning and investment decisions ensure the best return on public investments in infrastructure and programs and are guided by data and analyses.

Objective 9.1 Asset Management

Adequately update, repair and maintain transportation facilities and services to preserve their function, maintain their useful life and eliminate maintenance backlogs.

Objective 9.2 Maximize Return on Public Investment

Make transportation investment decisions that use public resources effectively and efficiently, using performance-based planning approach supported by data and analyses that include all transportation modes.

Objective 9.3 Stable and Innovative Funding

Stabilize existing transportation revenue while securing new and innovative long-term sources of funding adequate to build, operate and maintain the regional transportation system for all modes of travel at the federal, state, regional and local level.

Goal 10: Deliver Accountability

The region's government, business, institutional and community leaders work together in an open and transparent manner so the public has meaningful opportunities for input on transportation decisions and experiences an integrated, comprehensive system of transportation facilities and services that bridge governance, institutional and fiscal barriers.

Objective 10.1 Meaningful Input Opportunities

Provide meaningful input opportunities for interested and affected stakeholders, including people who have traditionally been underrepresented, resource agencies, business, institutional and community stakeholders, and local, regional and state jurisdictions that own and operate the region's transportation system in plan development and review.

Objective 10.2 Coordination and Cooperation

Ensure representation in regional transportation decision-making is equitable from among all affected jurisdictions and stakeholders and improve coordination and cooperation among the

public and private owners and operators of the region's transportation system so the system can function in a coordinated manner and better provide for state and regional transportation needs.

Goal 11: Demonstrate Leadership on Reducing Greenhouse Gas Emissions

It is the policy of Metro Council to implement the regional strategy to meet adopted targets for reducing greenhouse gas emissions from light-duty vehicle travel while creating healthy and equitable communities and a strong economy.

Objective 11.1 Land Use and Transportation Integration

Continue to implement the 2040 Growth Concept to support a compact urban form to reduce vehicle miles traveled and increase the use of transit and zero or low carbon emissions travel options, such as bicycling, walking, and electric vehicles.

Objective 11.2 Clean Fuels and Clean Vehicles

Support state efforts to transition Oregon to cleaner, low carbon fuels and increase the use of more fuel-efficient vehicles, including electric and alternative fuel vehicles.

Objective 11.3 Regional and Community Transit Network and Access

Make transit convenient, frequent, accessible and affordable by investing in new community and regional transit connections, expanding and improving existing transit services, improving bicycle and pedestrian access to transit, and implementing reduced fare programs for transit-dependent communities, such as youth, older adults, people with disabilities and people with low income.

Objective 11.4 Active Transportation Network

Make biking and walking the safest, most convenient and enjoyable transportation choices for short trips for all ages and abilities by completing gaps and addressing deficiencies in the region's bicycle and pedestrian networks.

Objective 11.5 Transportation Systems Management and Operations

Enhance fuel efficiency and system investments and reduce emissions by using technology to actively manage and fully optimize the transportation system.

Objective 11.6 Transportation Demand Management

Implement programs, services and other tools that provide commuters, households, and businesses with information and incentives to expand the use of travel options, including car-sharing, and reduce drive alone trips.

Objective 11.7 Parking Management

Implement locally-defined approaches to parking management in Centers, Corridors, Station Communities and Main Streets served by frequent transit service and active transportation options to make efficient use of vehicle parking and land dedicated to parking.

Objective 11.8 Streets and Highways Network

Invest strategically in streets and highways to make them safe, reliable and connected to support the movement of people and goods.

Objective 11.9 Metro Actions

Take actions to implement the regional strategy to meet adopted targets for reducing greenhouse gas emissions from light-duty vehicle travel, such as:

- i. Maintain and periodically update the Toolbox of Possible Actions and encourage local, state and federal governments and special districts to implement the toolbox actions in locally tailored ways.
- ii. Work with local, state and federal governments, community and business leaders and organizations, and special districts to implement the strategy, including securing adequate funding for transportation and other investments needed to implement the strategy.
- iii. Provide technical assistance, best practices and grant funding to local governments and other business and community partners to encourage and support implementation of the strategy.
- iv. Report on the potential light-duty vehicle greenhouse gas emissions impacts of Metro's major land use and RTP policy and investment decisions to determine whether they help the region meet adopted targets for reducing greenhouse gas emissions.
- v. Monitor and measure the progress of local and regional efforts to meet adopted targets for reducing greenhouse gas emissions from light-duty vehicle travel as described in Chapter 7 of the Regional Framework Plan, report the results to the region and state on a periodic basis, and guide the consideration of revision or replacement of the policies and actions, if performance so indicates, as part of regularly scheduled updates to the Regional Transportation Plan.

Objective 11.10 Partner Actions

Encourage local, state and federal governments and special districts to consider implementing actions in the Toolbox of Possible Actions in locally tailored ways to help the region meet adopted targets for reducing greenhouse gas emissions from light-duty vehicle travel.

Legal Antecedents – Ordinances Updating RFP Policies - By Adoption Date

Ordinance No.	Adoption Date	Effective Date	Title
97-715B	12/11/97	90 Days	For the Purpose of Adopting the Regional Framework Plan
00-869A-01	08/10/00	90 Days	For the Purpose of Adopting the 2000 Regional Transportation Plan; Amending Ordinance No. 96-647c and Ordinance No. 97-715B
02-946A	06/27/02	90 Days	For the Purpose of Adopting the Post-Acknowledgment Amendments to the 2000 Regional Transportation Plan (RTP). Policy Updates to: RFP Policy No. 7 the Natural Environmental RFP Policy No. 8 Water Quality RFP Policy No. 11 Regional Street Design
03-1007A	06/19/03	90 Days	For the Purpose of Amending the Regional Transportation Plan to Include the Two Phases of the South Corridor Study Consisting of the I-205 Light Rail Transit (“LRT”) Project from Gateway to Clackamas Regional Center with Portland Transit Mall LRT, Expansion of LRT from Downtown Portland to Milwaukie and Deletion of Plans to Extend LRT from Milwaukie to Clackamas Regional Center
04-1045A	07/08/04	10/06/04	For the Purpose of Amending the 2000 Regional Transportation Plan (RTP) for Consistency with the Interim Federal 2004 RTP and Statewide Planning Goals
10-1241B	06/10/10	09/08/10	For the Purpose of Amending the 2035 Regional Transportation Plan (Federal Component) and the 2004 Regional Transportation Plan to Comply with Federal and State Law; to Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; to Amend the Regional Transportation Functional Plan and Add it to the Metro Code; to Amend the Regional Framework Plan; and to Amend the Urban Growth Management Functional Plan
14-1340	07/17/2014	10/15/14	For the Purpose of Amending the 2035 Regional Transportation Plan to Comply with Federal and State Law; and to Amend the Regional Framework Plan
14-1364B	12/18/2014	3/18/2015	For the Purpose of Adopting a Climate Smart Strategy and Amending the Regional Framework Plan to Comply with State Law

Legal Antecedents - Resolutions Updating RTP Amendments

Resolution No.	Adoption Date	Title
02-3186B	06/20/2002	For the Purpose of Amending the Metropolitan Transportation Improvement Program (MTIP) to Include State Bond Funds; Programming Preliminary Engineering Funds for US 26 Widening, and Approving a Conformity Determination for these Actions and those of Ordinance No. 02-945 that Amends the Regional Transportation Plan
03-3351	08/14/2003	For the Purpose of Amending the Metropolitan Transportation Improvement Program to Include the Revised South Corridor Light Rail Transit Project and Demonstrating Conformity of the Project, the Amended Regional Transportation Plan and Amended Metropolitan Transportation Improvement Program with the State Implementation Plan
03-3380A	12/11/2003	For the Purpose of Designation of the 2004 Regional Transportation Plan As the Federal Metropolitan Transportation Plan to Meet Federal Planning Requirements