

2018 Regional Transportation Plan



safe • reliable • healthy • affordable

PUBLIC REVIEW DRAFT 2018 Regional Transportation Plan **Chapter 2** **Our Shared Vision for Transportation**

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2.0 INTRODUCTION

The 2018 Regional Transportation Plan defines a shared vision for the greater Portland region's transportation system that reflects the values and desired outcomes expressed by the public, policymakers and community and business leaders engaged in development of the plan.

Transportation shapes our communities and our daily lives, allowing us to reach our jobs and recreational opportunities, access goods and services, and meet daily needs. This chapter presents a shared, long-term vision and supporting goals, objectives and performance targets that will guide planning and building the transportation system serving the Portland metropolitan region through 2040. The vision reflects the continued evolution of transportation planning from a project-driven endeavor to one that is framed by a broader set of outcomes that affect people's everyday lives.



Learn more about the 2018
Regional Transportation Plan at
oregonmetro.gov/rtp

Rapid growth and change across our region have exposed and exacerbated longstanding economic and racial inequities, threatening to undermine the broader benefits of economic growth as well as our region's quality of life. The vision and supporting goals, objectives and performance targets in this chapter aim to better integrate transportation and land use efforts to protect the region's economic prosperity, environmental quality, and quality of life and improve the lives of the people who call this region home.

To achieve our vision for the future, we must work together to address inequities as we build vibrant, walkable communities with affordable homes, provide safe, reliable, healthy and affordable transportation choices, address growing congestion, reduce greenhouse gas emissions, and protect critical natural areas and the irreplaceable farm and forest lands that surround the region.

Achievement of the plan's vision and goals will occur through partnerships, ongoing engagement and a variety of policies, strategies and actions at the local, regional, state and federal levels. The vision laid out in these pages, will take sustained, focused work from every partner in the region. The various jurisdictions in the region are expected to pursue policies, strategies and projects that contribute to achieving the regional vision and goals of the RTP to ensure an equitable, prosperous and sustainable future.

Chapter organization

This chapter is organized into the following sections:

2.1 Outcomes-based framework to guide transportation planning and decision-making

Outcomes-based framework to guide transportation planning and decision-making: The section describes the outcomes-oriented performance-based planning approach the RTP uses to link transportation to a broader set of desired outcomes for vibrant communities, a healthy economy, equity and the environment. This approach also responds to more recent federal and state performance-based planning requirements.

2.2 2040 Growth Concept – Integrated land use and transportation vision and strategy

2040 Growth Concept – Integrated land use and transportation vision and strategy: This section describes the 2040 Growth Concept vision and establishes the primary mission of the plan as a key tool for implementing the 2040 Growth Concept and supporting local aspirations for growth.

2.3 Shared vision for the regional transportation system

This section describes how the RTP will serve a key role in implementing the 2040 Growth Concept and supporting local aspirations for growth.

2.4 Goals, objectives and performance targets

This section lays out eleven goals and supporting objectives and performance targets for a 21st century regional transportation system. The goals, objectives and targets establish policy and investment priorities that will guide future planning, investment decisions and monitoring.



In 2040, everyone in the Portland metropolitan region will share in a prosperous, equitable economy and exceptional quality of life sustained by a safe, reliable, healthy, and affordable transportation system with travel options.

Vision approved by the Metro Policy Advisory Committee, Joint Policy Advisory Committee on Transportation and the Metro Council in May 2017.

2.1 OUTCOMES-BASED FRAMEWORK TO GUIDE TRANSPORTATION PLANNING AND DECISION-MAKING

We know the transportation funding landscape is changing, and building a world-class transportation system requires steady, long-term investment. But we don't have the resources to invest at the levels needed to address all of the challenges the region faces and achieve our shared vision and goals for the transportation system.

Planning creates opportunities for individuals and communities to define and articulate their collective desires and aspirations for enhancing the quality of life in our region and their communities. It allows the people and their elected leaders to take stock of the successes that have been achieved in their communities through years of hard work. It also requires us to think carefully about and be accountable for our future choices, ensuring we get the greatest possible return on public investments. Planning also allows us to identify where investments are most needed in order to deliver the vision a plan articulates.

As a major tool for ensuring stewardship of our public investments, the RTP identifies needed next steps to achieve each of the six desired outcomes for the greater Portland region, and helps us understand whether we are on the right track.

This 2018 RTP continues to broaden the way that outcomes are used to measure success and define transportation system needs. This plan expands the outcomes-based policy framework adopted in 2010, to include new goals and objectives for transportation equity, safety, reliability and accessibility that were used



to evaluate performance of the investments recommended in this plan. These updated goals and objectives (and related performance measures) will also be used to monitor how the transportation system is performing in between scheduled plan updates.

The plan identifies the responsibility that the Portland region's 24 cities and 3 counties, and multiple state and regional agencies, have to the people of the region, to our environment and to the region's economic prosperity now and for future generations.

1. People – Responsibility of the plan to the people of the region.

The plan envisions an interconnected and multimodal transportation system that provides safe, reliable, healthy and affordable travel choices for everyone to get to work, education, community places and nature. Implementation of the plan must ensure that historically marginalized communities, who experience disparities in access, safety, affordability, and other outcomes by the existing system, are equitably served by the interconnected and multimodal transportation system to address these disparate outcomes. In order to ensure that the Plan's multimodal system serves the people of the region, everyone must have meaningful opportunities to participate in development and implementation of the plan, but particularly those communities who have historically been left of decision-making processes to influence the shape of the system.

2. Planet - Responsibility of the plan to our environment.

Implementation of the plan should ensure that the multimodal transportation system protects and enhances the region's air and water, critical natural areas and environmental resources and rich cultural legacy.

3. Prosperity - Responsibility of the plan to the economic prosperity of the region.

Implementation of the plan should provide a multimodal transportation system that supports a strong and healthy economy and helps the region's businesses and industries remain competitive by providing affordable access to jobs and enabling the exchange of goods and services. Moving forward, the region must sharpen its efforts to quantify, assess and



People



Planet



Prosperity

The plan has a responsibility to the people of the region, to our planet and to the region's economic prosperity now and for future generations.

consider economic return on public investments in transportation infrastructure, in order to spend limited public funds wisely to sustain the region's economic prosperity, and that prosperity is shared across the region.

These responsibilities and the region's six desired outcomes are prominently interwoven into the RTP goals and objectives, and the policies that support those goals and form the policy foundation for the rest of the plan to ensure transportation decisions support this larger set of responsibilities and the six desired outcomes. The plan calls for making transportation investment decisions based on achieving the multiple outcomes to preserve and enhance the quality of life, our economy and the environment now and for future generations.

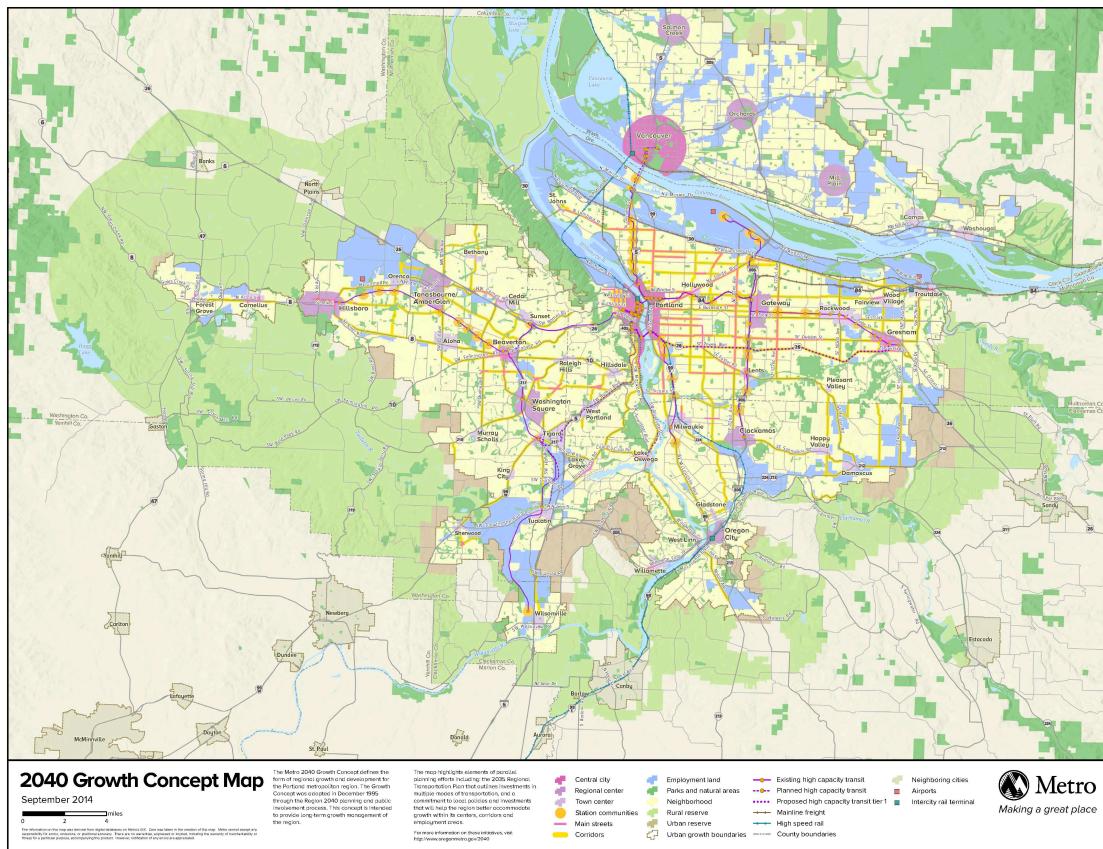


2.2 2040 GROWTH CONCEPT – INTEGRATED LAND USE AND TRANSPORTATION VISION AND STRATEGY

The 2018 Regional Transportation Plan is a key tool for implementing the 2040 Growth Concept.

In 1995, the greater Portland region adopted the 2040 Growth Concept, the long-range strategy for managing growth that integrates land use and transportation system planning to preserve the region's economic health and livability in an equitable, environmentally sound and fiscally-responsible manner.

Figure 2.1 2040 Growth Concept – an integrated land use and transportation vision



Shown in **Figure 2.1**, the 2040 Growth Concept includes land use and transportation building blocks that express the region's aspiration to incorporate population growth within existing urban areas as much as possible and expand the urban growth boundary only when necessary. It concentrates mixed-use and higher density development in urban centers, station communities, corridors and main streets that are well-served by transit. It envisions a well-connected street network that supports biking and walking for short trips. Employment lands serve as hubs for regional commerce and include industrial land

and freight facilities for truck, marine, air and rail cargo sites that enable goods to be generated and moved in and out of the greater Portland region. Freight access to industrial and employment lands is centered on rail, the freeway system and other road connections.

The 2040 Growth Concept expresses the region's aspiration to incorporate population growth within existing urban areas as much as possible and expand the urban growth boundary only when necessary. Implicit in the 2040 Growth Concept is the understanding that compact development is more affordable, sustainable, livable and fiscally responsible than urban sprawl, and will help reduce the region's carbon footprint. Increased pedestrian and bicycle access and new transit and road capacity are needed to achieve the 2040 Growth Concept vision and support the region's economic vitality.

Transportation and the economy are closely linked and investments that serve certain land uses or transportation facilities may have a greater economic return than others. Focusing transportation investments and other strategies to support the gateway function of our transportation system is the primary way to strengthen that gateway role for the region and the rest of the state. This means ensuring reliable and efficient connections between intermodal facilities and destinations within and outside the region to promote the region's function as a gateway for trade and tourism.

2040 Growth Concept Land-use Design Types

The 2040 Growth Concept land uses, called 2040 Design Types, are arranged in a hierarchy. RTP investments are focused in the primary and secondary land uses, referred to as 2040 Target Areas. These are the areas expected to absorb a large share of the region's future growth. The hierarchy also serves as a framework for prioritizing RTP investments. **Table 2.1** lists the 2040 design types based on this hierarchy.

Table 2.1 2040 Growth Concept land-use design types

2040 Target Areas		
Primary land uses	Secondary land uses	Other urban land uses
<ul style="list-style-type: none">• Portland central city• Regional centers• Industrial areas• Freight and passenger intermodal facilities	<ul style="list-style-type: none">• Employment areas• Town centers• Station communities• Corridors• Main streets	<ul style="list-style-type: none">• Neighborhoods

Different parts of the region are at different stages of implementing the 2040 Growth Concept. As a result, different areas may have different transportation investment needs and priorities that will require substantial public and private investment over the long-

term. **Table 2.2** summarizes infrastructure investment strategies for each stage of implementation.

Table 2.2 Priority infrastructure investment strategies

Stage of Development	Developed Areas	Developing Areas	Undeveloped Areas
Infrastructure Investment Strategies	<ul style="list-style-type: none"> Built-out areas with most new housing and jobs accommodated through infill, redevelopment and brownfields development. 	<ul style="list-style-type: none"> Redeveloping and developing areas, with most new housing and jobs being accommodated through infill, redevelopment and greenfield development. 	<ul style="list-style-type: none"> More recent additions to the urban growth boundary, with most new housing and jobs accommodated through greenfield development.
	<ul style="list-style-type: none"> Operations, maintenance and preservation of existing transportation assets. Managing the existing transportation system to optimize performance for all modes of travel. Leveraging infill, redevelopment and use of brownfields. Addressing bottlenecks and improving system connectivity to address barriers and safety deficiencies. Providing a multimodal urban transportation system. Completing local street connections needed to complement the arterial street network. 	<ul style="list-style-type: none"> Operations, maintenance and preservation of existing transportation assets. Preserving right-of-way for future transportation system. Managing the existing transportation system to optimize performance for all modes of travel. Leveraging infill, redevelopment and use of brownfields Providing a multimodal urban transportation system. Focusing on bottlenecks and improving system connectivity to address barriers and safety deficiencies. Completing local street connections needed to complement the arterial network. 	<ul style="list-style-type: none"> Operations, maintenance and preservation of existing transportation assets. Preserving right-of-way for future transportation system. Providing a multimodal urban transportation system. Managing new transportation system investments to optimize performance for all modes of travel. Focusing on bottlenecks and improving system connectivity to address barriers and safety deficiencies. Completing local street connections needed to complement the arterial street network.

2.3 SHARED VISION FOR THE REGIONAL TRANSPORTATION SYSTEM

Transportation planning and investment decisions and the region's desired land use, social, economic and environmental outcomes are so interconnected that success of the 2040 Growth Concept hinges significantly on achieving the plan's goals and objectives.

The RTP vision statement below presents an aspirational view of the future of the region's transportation system to reflects the values and desired outcomes expressed by the public, policymakers and community and business leaders engaged in development of the Regional Transportation Plan.

In 2040, everyone in the Portland metropolitan region will share in a prosperous, equitable economy and exceptional quality of life sustained by a safe, reliable, healthy, and affordable transportation system with travel options.

Approved by the Metro Policy Advisory Committee, Joint Policy Advisory Committee on Transportation, and the Metro Council in May 2017.

This shared vision for the future provides a benchmark for building a transportation system that serves all people and businesses in the greater Portland region. This vision and supporting goals and objectives will serve as a foundation for identifying investment priorities and policies and measuring progress toward building a transportation system that delivers the outcomes we want.

Outcomes-based goals to realize our vision

To realize our vision for a transportation system that serves all people and businesses, we need goals to keep us focused and moving forward. The Regional Transportation Plan goals were first adopted in 2010 after significant engagement with communities, residents, businesses and stakeholders throughout the region. In 2014, the Metro Council and JPACT approved the addition of a goal to demonstrate climate leadership and reduce greenhouse gas emissions.

The outcomes-based RTP goals guide the region's transportation planning and decision-making and include specific objectives and performance targets to help measure the progress we are making toward our vision for our transportation future.

The goals, objectives and performance targets are presented in the following section.

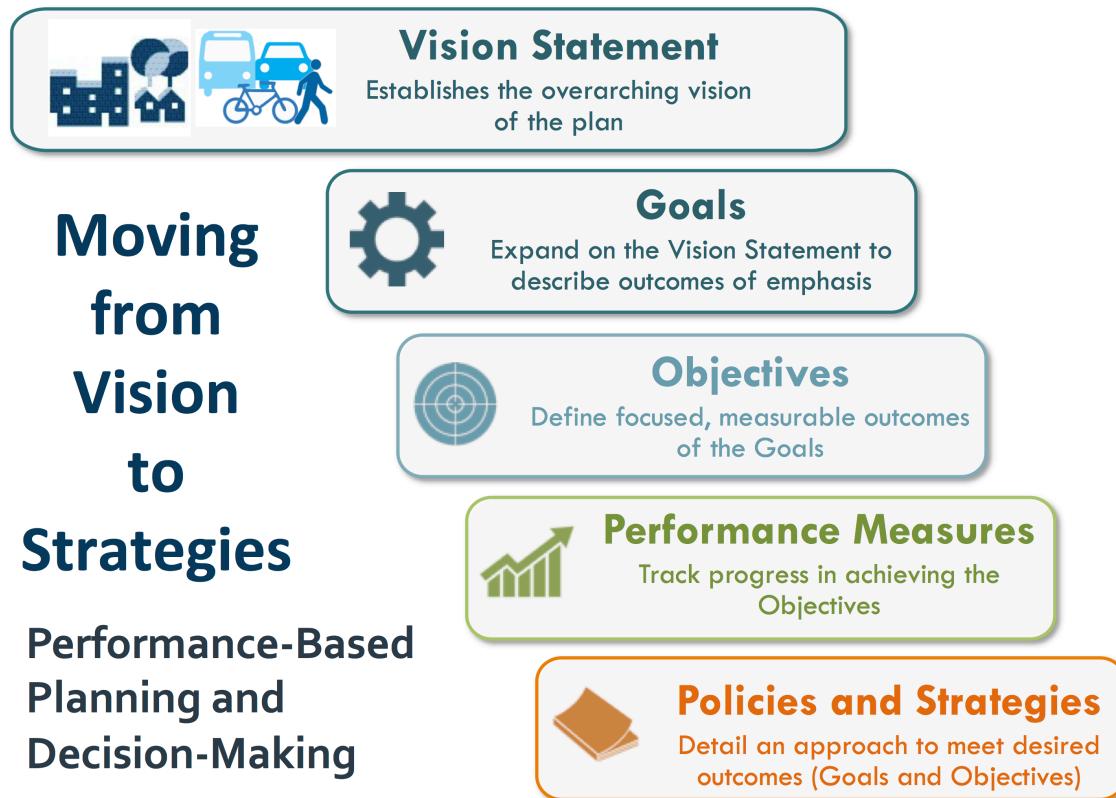
2.4 GOALS, OBJECTIVES AND PERFORMANCE TARGETS

While the vision and goals are vital components of the plan, equally important are measurable objectives and quantifiable performance targets to track the region's progress. Investments that achieve objectives and performance targets are critical for the region to be successful in realizing a truly integrated, multimodal transportation system that achieves the goals of the RTP.

Continuing the practice established with the RTP adopted in 2010, this plan includes transportation performance targets that support the outcomes-based framework reflected in the plan's goals and objectives. The goals, objectives and performance targets provided policy direction for developing the investment strategy recommended in Chapter 6. Chapter 7 includes findings on how well the RTP performs relative to the targets.

The performance targets are numerical benchmarks to assess the region's progress in carrying out the RTP vision. These targets draw from federal and state legislation and regional policies. They are aspirational and support the region's performance-based planning and decision-making framework shown in Figure 2.2.

Figure 2.2 RTP Performance-Planning and Decision-making Framework



Each goal area that follows is arranged similarly:

- Statement of the goal.
- Objectives for implementing the goal.
- Performance measures (and targets in some cases) to measure and track progress toward the goal

Policies to implement the vision and goals are in Chapter 3.

GOAL 1: Vibrant Communities

The greater Portland region is a great and affordable place to live, work and play where people can easily and safely reach jobs, schools, shopping, services, and recreational opportunities from their home by walking, biking, transit, shared trip or driving.



- **Objective 1.1 2040 Growth Concept Implementation** – Focus growth and transportation investment in designated 2040 growth areas (the Portland central city, regional and town centers, corridors, main streets, and employment and industrial areas).
- **Objective 1.2 Walkable Communities** – Increase the share of households in walkable, mixed-use areas served by current and planned frequent transit service.
- **Objective 1.3 Affordable Location-Efficient Housing Choices** – Increase the number and diversity of regulated affordable housing units within walking distance of current and planned frequent transit service.
- **Objective 1.4 Access to Community Places¹** – Increase the number and variety of community places that households, especially households in historically marginalized communities, can reach within a reasonable travel time for all modes of travel.

Note: Relevant RTP performance measures and targets from Chapter 7 will be added as the RTP is finalized.

¹ Community places are defined as key local destinations such as schools, libraries, grocery stores, pharmacies, hospitals and other medical facilities, general stores, parks, greenspaces, and other places that provide key services and/ or daily needs.

GOAL 2: Shared Prosperity

People have access to jobs, goods and services and businesses have access to workers, goods and markets in a diverse, inclusive, innovative, sustainable and strong economy that equitably benefits all the people and businesses of the greater Portland region.



- **Objective 2.1 Connected Region** – Build an integrated system of throughways, arterial streets, freight routes and intermodal facilities, transit services and bicycle and pedestrian facilities, with efficient connections between modes that provide access to jobs, markets and community places within and beyond the region.
- **Objective 2.2 Access to Industry and Freight Intermodal Facilities** – Increase access to industry and freight intermodal facilities by a reliable and seamless freight transportation system that includes air cargo, pipeline, trucking, rail, and marine services to facilitate efficient and competitive shipping choices for goods movement in, to and from the region.
- **Objective 2.3 Access to Jobs and Talent** – Attract new businesses and family-wage jobs and retain those that are already located in the region while increasing the number and variety of jobs that households can reach within a reasonable travel time.
- **Objective 2.4 Transportation and Housing Affordability** – Reduce the share of income that households in the region spend on transportation to lower overall household spending on transportation and housing.

Note: Relevant RTP performance measures and targets from Chapter 7 will be added as the RTP is finalized.

GOAL 3: Transportation Choices

People throughout the region have safe, convenient, healthy and affordable options that connect them to jobs, school, services, and community places, support active living and reduce transportation-related pollution.



- **Objective 3.1 Travel Choices** – Plan communities and design and manage the transportation system to increase the proportion of trips made by walking, bicycling, shared rides and use of transit.
- **Objective 3.2 Active Transportation System Completion** – Complete all gaps in regional bicycle and pedestrian networks.
- **Objective 3.3 Access to Transit** – Increase household and job access to current and planned frequent transit service.
- **Objective 3.4 Access to Active Travel Options** – Increase household and job access to planned regional bike and walk networks.

Note: Relevant RTP performance measures and targets from Chapter 7 will be added as the RTP is finalized.

GOAL 4: Reliability and Efficiency

The transportation system is managed and optimized to ease congestion, and people and businesses are able to safely, reliably and efficiently reach their destinations by a variety of travel options.



- **Objective 4.1 Regional Mobility** – Maintain reasonable person-trip and freight mobility and reliable travel times for all modes in the region’s mobility corridors, consistent with the designated modal functions of each facility and planned transit service within the corridor.
- **Objective 4.2 Travel Management** – Increase the use of real-time data and decision-making systems to actively manage transit, freight, arterial and throughway corridors.
- **Objective 4.3 Travel Information** – Increase the number of travelers, households and businesses with access to real-time comprehensive, integrated, and universally accessible travel information.
- **Objective 4.4 Incident Management** – Reduce incident clearance times on the region’s transit, arterial and throughway networks through improved traffic incident detection and response.
- **Objective 4.5 Demand Management** – Increase the number of households and businesses with access to outreach, education, incentives and other tools that increase shared trips and use of travel options.
- **Objective 4.6 Pricing** – Expand the use of pricing strategies to manage vehicle congestion and encourage shared trips and use of transit.
- **Objective 4.7 Parking Management** – Manage the supply and price of parking in order to increase shared trips and use of travel options and to support efficient use of urban land.

Note: Relevant RTP performance measures and targets from Chapter 7 will be added as the RTP is finalized.

GOAL 5: Safety and Security

People's lives are saved, crashes are avoided and people and goods are safe and secure when traveling in the region.



- **Objective 5.1 Transportation Safety** – Eliminate fatal and severe injury crashes for all modes of travel.
- **Objective 5.2 Transportation Security** – Reduce the vulnerability of the public and critical passenger and freight transportation infrastructure to crime and terrorism.
- **Objective 5.3 Preparedness and Resiliency** – Reduce the vulnerability of regional transportation infrastructure to natural disasters, climate change and hazardous incidents.

Note: Relevant RTP performance measures and targets from Chapter 7 will be added as the RTP is finalized.

GOAL 6: Healthy Environment

The greater Portland region's biological, water, historic and cultural resources are protected and preserved.



- **Objective 6.1 Biological and Water Resources** – Protect fish and wildlife habitat and water resources from the negative impacts of transportation.
- **Objective 6.2 Historic and Cultural Resources** – Protect historic and cultural resources from the negative impacts of transportation.

Note: Relevant RTP performance measures and targets from Chapter 7 will be added as the RTP is finalized.

GOAL 7: Healthy People

People enjoy safe, comfortable and convenient travel options that support active living and increased physical activity, and transportation-related pollution that negatively impacts public health are minimized.

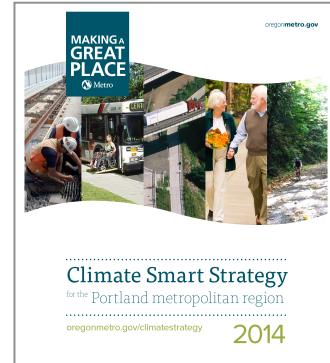


- **Objective 7.1 Active Living** – Improve public health by providing safe, comfortable and convenient transportation options that support active living and physical activity to meet daily needs and access services.
- **Objective 7.2 Pollution Impacts** – Minimize noise and other transportation-related pollution health impacts.
- **Objective 7.3 Clean Air** – Reduce transportation-related air pollutants, including and air toxics emissions.

Note: Relevant RTP performance measures and targets from Chapter 7 will be added as the RTP is finalized.

Goal 8: Climate Leadership

The health and prosperity of people living in the greater Portland region are improved and the impacts of climate change are minimized as a result of reducing transportation-related greenhouse gas emissions.



- **Objective 8.1 Climate Smart Strategy Implementation** – Implement policies, investments and actions identified in the adopted Climate Smart Strategy, including coordinating land use and transportation; making transit convenient, frequent, accessible and affordable; making biking and walking safe and convenient; and managing parking and travel demand.
- **Objective 8.2 Greenhouse Gas Emissions Reduction** – Meet adopted targets for reducing transportation-related greenhouse gas emissions.
- **Objective 8.3 Vehicle Miles Traveled** – Reduce vehicle miles traveled per capita.
- **Objective 8.4 Low and No Emissions 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 8.5 Energy Conservation** - Reduce transportation-related consumption of energy and reliance on sources of energy derived from petroleum and gasoline.

Note: Relevant RTP performance measures and targets from Chapter 7 will be added as the RTP is finalized.

GOAL 9: Equitable Transportation

The transportation-related disparities and barriers experienced by historically marginalized communities, particularly communities of color, are eliminated.



- **Objective 9.1 Transportation Equity** – Eliminate disparities related to access, safety, affordability and health outcomes experienced by people of color and other historically marginalized communities.
- **Objective 9.2 Barrier Free Transportation** – Eliminate barriers that people of color, low income people, youth, older adults, people with disabilities and other historically marginalized communities face to meeting their travel needs.

Note: Relevant RTP performance measures and targets from Chapter 7 will be added as the RTP is finalized.

GOAL 10: Fiscal Stewardship

Regional transportation planning and investment decisions provide the best return on public investments.



- **Objective 10.1 Infrastructure Condition** – Plan, build and maintain regional transportation assets to maximize their useful life, minimize project construction and maintenance costs and eliminate maintenance backlogs.
- **Objective 10.2 Sustainable Funding** – Develop new revenue sources to prepare for increased demand for travel on the transportation system as our region grows.

Note: Relevant RTP performance measures and targets from Chapter 7 will be added as the RTP is finalized.

GOAL 11: Transparency and Accountability

Regional transportation decisions are open and transparent and distribute the benefits and burdens of our investments in an equitable manner.



- **Objective 11.1 Meaningful Public and Stakeholder Engagement** – Engage more and a wider diversity people in providing input at all levels of decision-making for developing and implementing the plan, particularly people of color, English language learners, people with low income and other historically marginalized communities.
- **Objective 11.2 Performance-Based Planning** – Make transportation investment decisions using a performance-based planning approach that is aligned with the RTP goals and supported by meaningful public engagement, multimodal data and analysis.
- **Objective 11.3 Coordination and Cooperation** – Improve coordination and cooperation among the owners and operators of the region's transportation system.

Note: Relevant RTP performance measures and targets from Chapter 7 will be added as the RTP is finalized.