

2018 Regional Transportation Plan



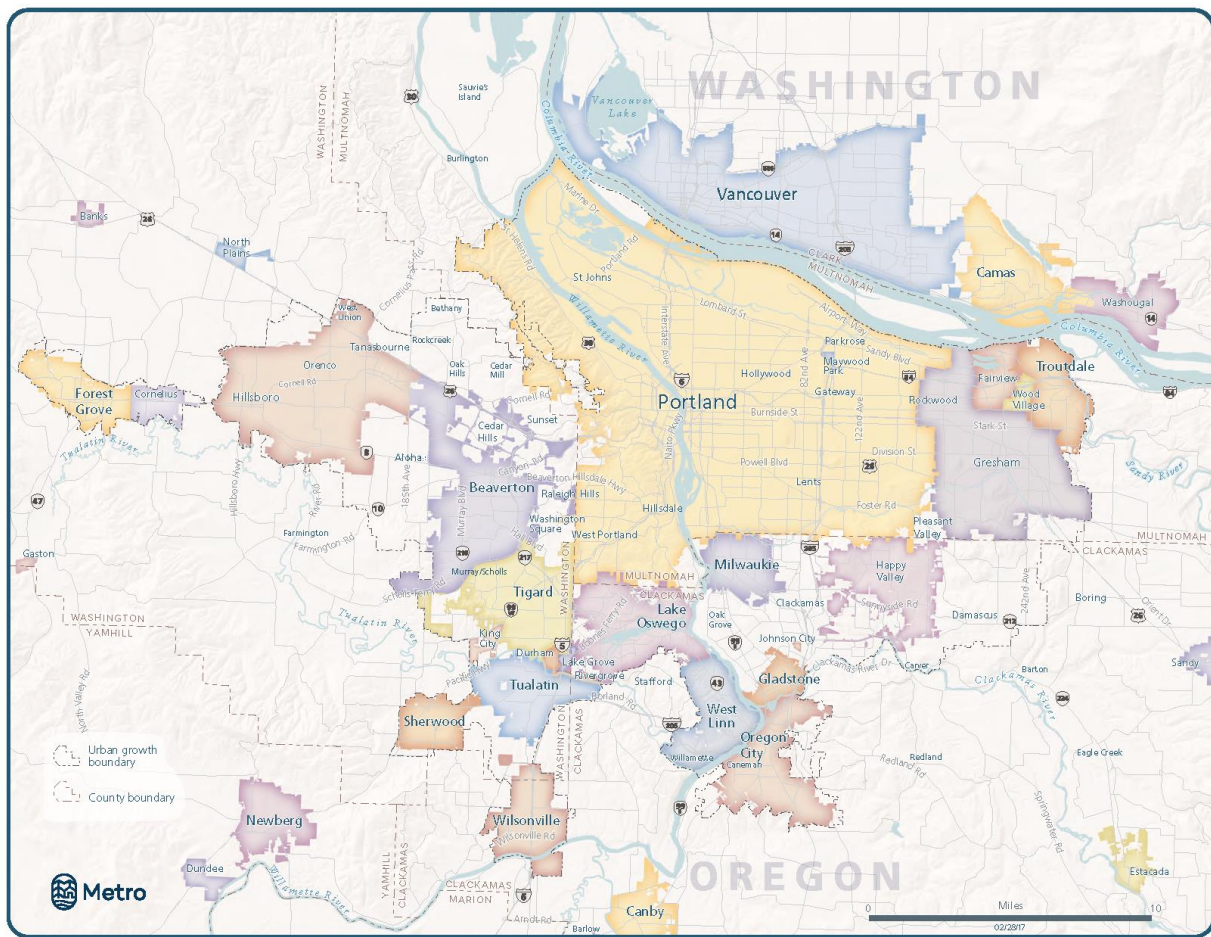
safe • reliable • healthy • affordable

2018 Regional Transportation Plan

Chapter 2

Our Shared Vision and Goals for Transportation

December 6, 2018



Metro serves more than 1.5 million people in Clackamas, Multnomah and Washington counties. The agency's boundary encompasses 24 cities – from the Columbia River in the north to the bend of the Willamette River near Wilsonville, and from the foothills of the Coast Range near Forest Grove to the banks of the Sandy River at Troutdale.

Among its other responsibilities, Metro is authorized by Congress and the State of Oregon to coordinate and plan investments in the transportation system for the three-county area. Metro uses this authority to expand transportation options, make the most of existing streets and improve public transit service. As the designated metropolitan planning organization, Metro works collaboratively with cities, counties and transportation agencies to decide how to invest federal highway and public transit funds within its service area. It creates a long-range transportation plan, leads efforts to expand the public transit system and helps make strategic use of a small subset of transportation funding that Congress sends directly to metropolitan planning organizations.

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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.

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 and bikeable communities with affordable homes, provide safe, reliable, healthy and affordable transportation choices, address growing congestion, reduce air pollutants, including 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 implementation of 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 Regional Transportation Plan to ensure an equitable, prosperous and sustainable future.



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

Chapter organization

This chapter is organized into the following sections:

2.1 Outcomes-based framework to guide transportation planning and decision-making: The section describes the outcomes-oriented performance-based planning approach the plan 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 – an 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 21st century 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 plan 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 between scheduled plan updates.



Six desired outcomes for the greater Portland region

Equity

The benefits and burdens of growth and change are distributed equitably.

Vibrant communities

People live, work and play in vibrant communities where their everyday needs are easily accessible.

Economic prosperity

Current and future residents benefit from the region's sustained economic competitiveness and prosperity.

Safe and reliable transportation

People have safe and reliable transportation choices that enhance their quality of life.

Clean air and water

Current and future generations enjoy clean air, clean water and healthy ecosystems.

Climate leadership

The region is a leader in minimizing contributions to global warming.

— Adopted by Metro Policy Advisory Committee and the Metro Council in 2008.

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 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.



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.

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.



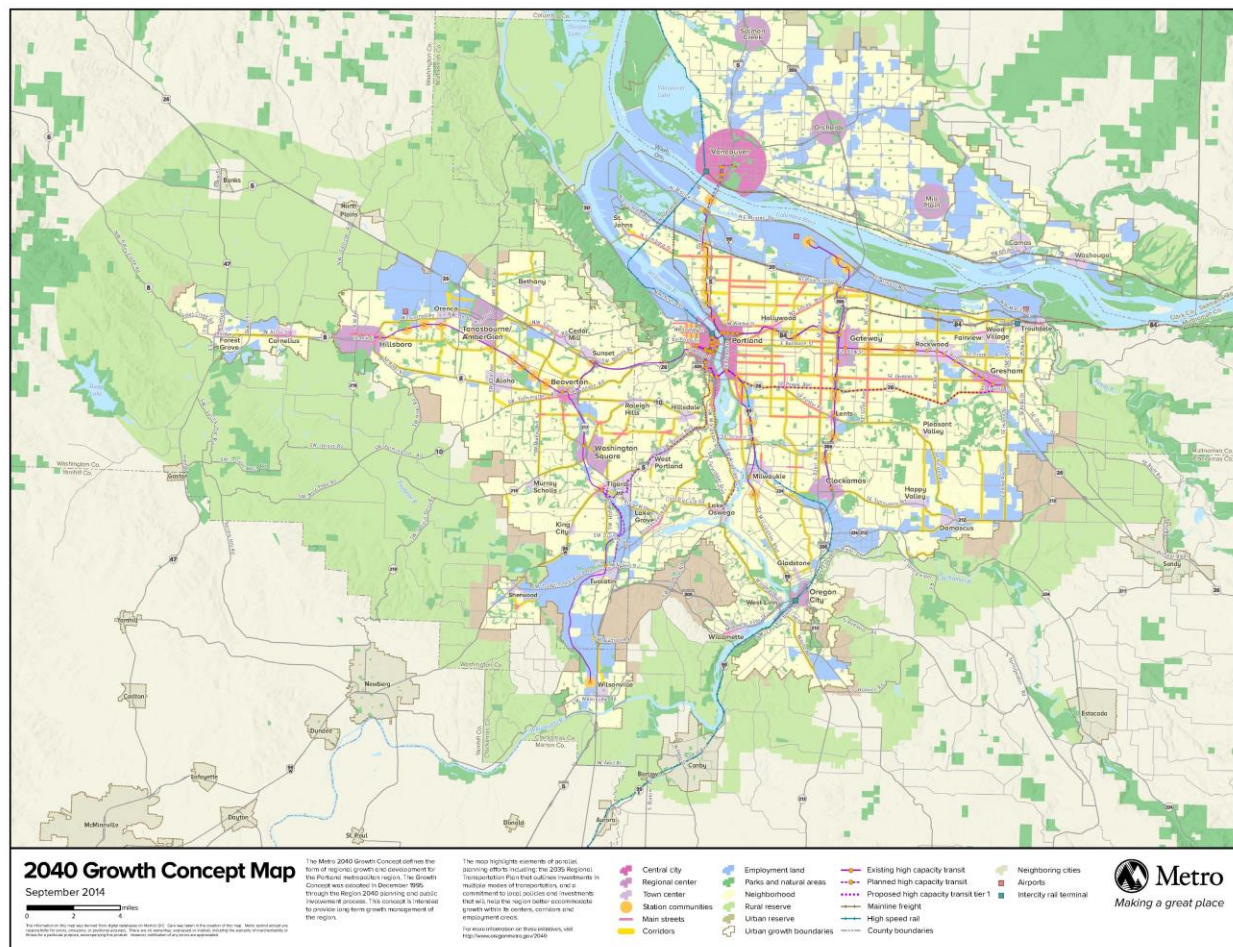
This plan expands the outcomes-based policy framework adopted in 2010, to include new goals and objectives for transportation equity, safety, climate leadership and managing congestion that were used to evaluate performance of the investments recommended in this plan.

2.2 2040 GROWTH CONCEPT – AN 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.

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 region's transportation system. 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 typically 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
		Other land uses outside UGB
		<ul style="list-style-type: none"> Urban reserves Rural reserves Neighbor cities

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	Built-out areas, with most new housing and jobs accommodated through infill, redevelopment and brownfields development.	Redeveloping and developing areas, with most new housing and jobs being accommodated through infill, redevelopment and greenfield development.	More recent additions to the urban growth boundary, with most new housing and jobs accommodated through greenfield development.
	Operations, maintenance and preservation of existing transportation assets.	Operations, maintenance and preservation of existing transportation assets.	Operations, maintenance and preservation of existing transportation assets.
	Managing the existing transportation system to optimize performance for all modes of travel.	Preserving right-of-way for future transportation system.	Preserving right-of-way for future transportation system.
	Leveraging infill, redevelopment and use of brownfields.	Managing the existing transportation system to optimize performance for all modes of travel.	Providing a multimodal urban transportation system.
	Addressing bottlenecks and improving system connectivity to address barriers and safety deficiencies.	Leveraging infill, redevelopment and use of brownfields	Managing new transportation system investments to optimize performance for all modes of travel.
	Providing a multimodal urban transportation system.	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 street network.	Focusing on bottlenecks and improving system connectivity to address barriers and safety deficiencies.	Completing local street connections needed to complement the arterial street network.
		Completing local street connections needed to complement the arterial 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 Regional Transportation Plan vision statement below presents an aspirational view of the future of the region's transportation system to reflect the values and desired outcomes expressed by the public, policymakers and community and business leaders engaged in development of the 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 RTP goals were first adopted in 2010 after significant engagement with communities, residents, businesses and stakeholders throughout the region. In 2014, the Metro Council and the Joint Policy Advisory Committee (JPACT) approved the addition of a goal to demonstrate climate leadership and reduce greenhouse gas emissions. In 2018, the goals, objectives and related performance measures and targets were refined to address new policies and near-term investment priorities for transportation equity, safety, Climate Smart Strategy implementation and managing congestion.

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 the transportation system. The goals, objectives, performance measures and performance targets are presented in the next section.

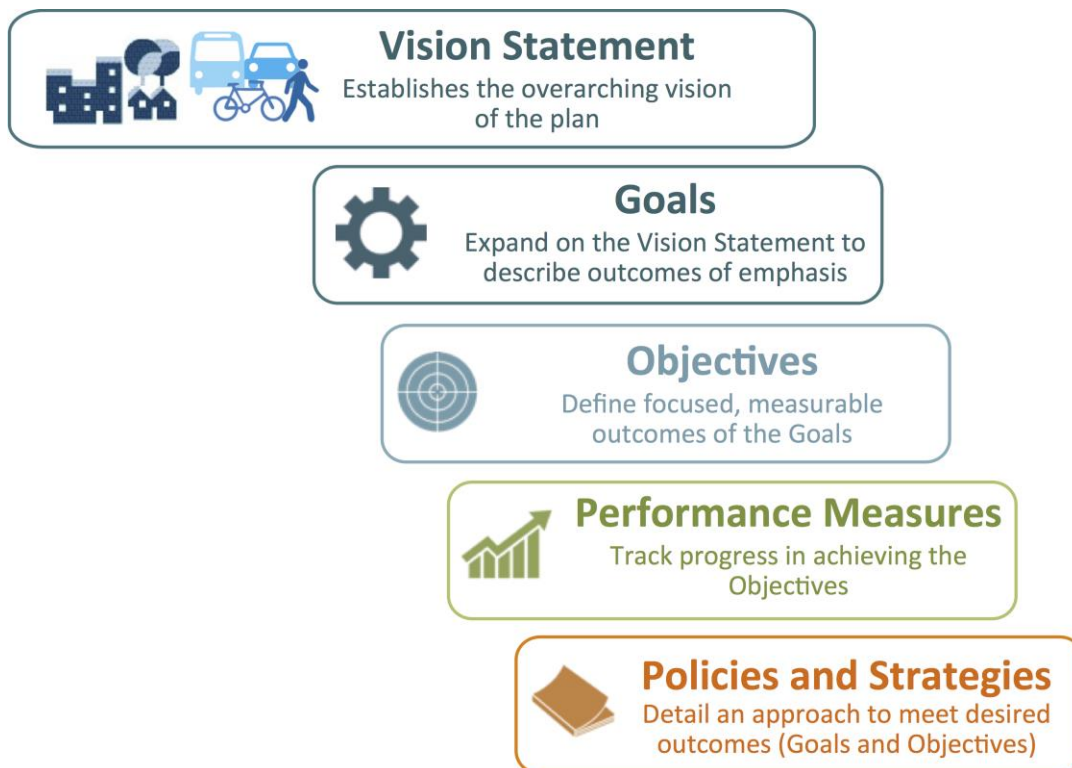
2.4 GOALS, OBJECTIVES AND PERFORMANCE TARGETS

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 reports findings on how well the RTP performs across a broad array of measures and relative to the plan's performance 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-based planning and decision-making framework



The goal areas and objectives integral to the RTP are listed in **Figure 2.3**.

Figure 2.3 RTP goals and objectives – At-A-Glance

<p>Goal 1. Vibrant Communities Objective 1.1 2040 Growth Concept Implementation Objective 1.2 Walkable Communities Objective 1.3 Affordable Location-Efficient Housing Choices Objective 1.4 Access to Community Places</p> <p>Goal 2. Shared Prosperity Objective 2.1 Connected Region Objective 2.2 Access to Industry and Freight Intermodal Facilities Objective 2.3 Access to Jobs and Talent Objective 2.4 Transportation and Housing Affordability</p> <p>Goal 3. Transportation Choices Objective 3.1 Travel Choices Objective 3.2 Active Transportation System Completion Objective 3.3 Access to Transit Objective 3.4 Access to Active Travel Options</p> <p>Goal 4. Reliability and Efficiency Objective 4.1 Regional Mobility Objective 4.2 Travel Management Objective 4.3 Travel Information Objective 4.4 Incident Management Objective 4.5 Demand Management Objective 4.6 Pricing Objective 4.7 Parking Management</p> <p>Goal 5. Safety and Security Objective 5.1 Transportation Safety Objective 5.2 Transportation Security Objective 5.3 Preparedness and Resiliency</p>	<p>Goal 6. Healthy Environment Objective 6.1 Biological and Water Resources Objective 6.2 Historic and Cultural Resources Objective 6.3 Green Infrastructure Objective 6.4 Light pollution Objective 6.5 Habitat Connectivity</p> <p>Goal 7. Healthy People Objective 7.1 Active Living Objective 7.2 Clean Air Objective 7.3 Other Pollution Impacts</p> <p>Goal 8. Climate Leadership Objective 8.1 Climate Smart Strategy Implementation Objective 8.2 Greenhouse Gas Emissions Reduction Objective 8.3 Vehicle Miles Traveled Objective 8.4 Low and Zero Emissions Vehicles Objective 8.5 Energy Conservation Objective 8.6 Green Infrastructure</p> <p>Goal 9. Equitable Transportation Objective 9.1 Transportation Equity Objective 9.2 Barrier Free Transportation</p> <p>Goal 10. Fiscal Stewardship Objective 10.1 Infrastructure Condition Objective 10.2 Sustainable Funding</p> <p>Goal 11. Transparency and Accountability Objective 11.1 Meaningful Public and Stakeholder Engagement Objective 11.2 Performance-Based Planning Objective 11.3 Coordination and Cooperation</p>
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Each goal area that follows is arranged similarly:

- A statement of the **goal** that describes a desired outcome or end state toward which actions are focused to make progress toward the plan’s vision.
- **Objectives** that identify a measureable desired outcome and means for achieving a goal to guide action within the plan period.
- Key **performance measures** that are used to evaluate transportation system performance and potential impacts of the plan’s investments within the plan period.

Use of performance measures in the Regional Transportation Plan

Performance measures are used in three different ways to support the region's transportation planning and decision-making process.

- **System performance measures** – These are performance measures that are used to predict the future as part of an evaluation process using forecasted data. They can be applied at a system-level, corridor-level and/or project level, and provide the planning process with a basis for evaluating alternatives and making decisions on future transportation investments.
- **Regional performance targets** – These are numerical goals or a stated direction of performance to be achieved within a specified time period, assigning a value to what the RTP is trying to achieve. Targets provided policy direction for developing the investment strategy recommended in Chapter 6, and address regional and state policies. Performance of the plan's investment relative to the targets is reported in Chapter 7 to track the region's progress toward the plan's vision and goals. Complementing the regional performance targets, two additional state-mandated performance targets are used in the RTP to track progress reducing drive alone trips and to assess deficiencies on the motor vehicle network.
- **Monitoring and reporting measures and targets** – These are measures used to monitor changes based on actual empirical or observed data between updates to the RTP. Decision-makers can use this information between updates to evaluate the need for refinements to policies, investments or other elements of the plan based on what is learned. Broad sets of multimodal monitoring measures have been identified in support of implementing the region's Climate Smart Strategy (Appendix J) and Congestion Management Process (see Appendix L). Some monitoring measures have targets for purposes of meeting federal performance-based planning requirements.

See Section 7.2 in Chapter 7 for more information about the region's performance-based planning framework.

The individual RTP goals, objectives and key system performance measures for each goal area follows. Several measures relate to multiple goals.

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.

Key performance measures



Access to
transit



Access to
community
places

Performance of plan for these measures is reported in Chapter 7.

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.

Key performance measures



Access to jobs



Access to
industry and
freight facilities



Multimodal
Travel



Affordability*



Access to bicycle
and pedestrian
parkways

Performance of the plan for these measures is reported in Chapter 7.

*A performance measure for affordability is not included in the 2018 RTP system evaluation but will be included in future updates to the plan as a method is developed. Observed data is reported in Chapter 7.

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, and reduce vehicle miles traveled.
- **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.

Key performance measures



Mode share



System completeness



Access to transit



Access to bicycle and pedestrian parkways

Performance of the plan for these measures is reported in Chapter 7.

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.

Key performance measures



Multimodal travel



Multimodal travel
times



Congestion



Freight delay



Transit
productivity

Performance of the plan for these measures is reported in Chapter 7.

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.

Key performance measure



Safety*

* A performance measure for safety is not included in the 2018 RTP system evaluation but will be included in future updates to the plan as a method is developed. Observed data is reported in Chapter 7.

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.
- **Objective 6.3: Green Infrastructure** – Integrate green infrastructure strategies in transportation planning and design to avoid, minimize and mitigate adverse environmental impacts.
- **Objective 6.4: Light Pollution** – Minimize unnecessary light pollution to avoid harm to human health, farms and wildlife, increase safety and improve visibility of the night sky.
- **Objective 6.5: Habitat Connectivity** – Improve wildlife and habitat connectivity in transportation planning and design to avoid, minimize and mitigate barriers resulting from new and existing transportation infrastructure.

Key performance measures*



Potential habitat
impact



Potential
historic
resources
impact



Potential
tribal lands
impact

Performance of plan for these measures is reported in Chapter 7.

* There is no performance target for this goal. The purpose of the measures is to identify projects that overlap with high value habitats and other resources so that as projects move toward implementation appropriate avoid, minimize and mitigation strategies can be applied.

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 Clean Air** – Reduce transportation-related air pollutants, including criteria pollutants and air toxics emissions.
- **Objective 7.3 Other Pollution Impacts** – Minimize air, water, noise, light and other transportation-related pollution health impacts.

Key performance measures



Public health

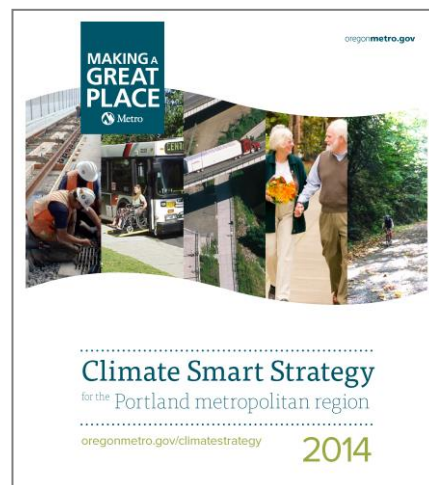


Clean air

Performance of plan for these measures is reported in Chapter 7.

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 Zero Emissions Vehicles** – Support state efforts to transition Oregon to cleaner, low carbon fuels and increase the adoption of more fuel-efficient vehicles and alternative fuel vehicles, including electric and hydrogen vehicles.
- **Objective 8.5 Energy Conservation** - Reduce transportation-related consumption of energy and reliance on sources of energy derived from petroleum and gasoline.
- **Objective 8.6 Green Infrastructure** – Promote green infrastructure that benefits both climate and other environmental objectives, including improved stormwater management and wildlife habitat.

Key performance measures



Climate change



Vehicle miles traveled



Climate Smart implementation

Performance of plan for these measures is reported in Chapter 7.

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.

Key performance measures*



Access to
transit



Access to
jobs



Access to
community places



System
completion



Affordability**

Performance of plan for these measures is reported in Chapter 7.

* Key performance measures compare RTP equity focus areas with areas outside RTP equity focus areas.

**Performance measures for affordability are not included in the system evaluation because Metro does not yet have methods or tools to forecast performance for affordability; therefore, observed data is cited.

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.

Key performance measures*



Infrastructure
Condition



Sustainable
Funding

* There are no system performance measures or targets identified in the 2018 RTP for this goal, but measures will be included in future updates to the plan as measures and a method are developed.

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.

Key performance measures*



Meaningful
engagement



Performance-
based
planning

* There are no system performance measures or targets identified in the 2018 RTP for this goal, but measures will be included in future updates to the plan as measures and a method are developed.

Regional transportation performance targets

Sown in **Figure 2.4**, nine system performance measures have aspirational targets, providing a basis for measuring expected performance of the plan in the long-term.

Figure 2.4 RTP performance targets – At-A-Glance

- 1



AFFORDABILITY Reduce the combined housing and transportation expenditure for lower-income households by 25%, compared to 2015
- 2



SAFETY Eliminate transportation fatalities and serious injuries for all users by 2035, with a 50% reduction by 2025 and a 16% reduction by 2020, compared to 2015
- 3



MULTIMODAL TRAVEL Reduce vehicle miles traveled per person by 10%, compared to 2015
- 4



MODE SHARE Triple walking, biking and transit mode shares, compared to 2015
- 5



SYSTEM COMPLETION Complete 100% of the regional network of sidewalks, bikeways and trails
- 6



CONGESTION Meet the Interim Regional Mobility Policy for throughways, arterials and the regional freight network
- 7



FREIGHT DELAY Reduce vehicle hours of delay per truck trip by 10%, compared to 2040 No Build
- 8



CLIMATE CHANGE Reduce per capita greenhouse gas emissions from cars and small trucks by 20% by 2035 and 25% by 2040, compared to 2005
- 9



CLEAN AIR Maintain or reduce air pollution from mobile sources, compared to 2015

All regional performance targets are for the year 2040, unless otherwise specified. The performance targets are the highest order evaluation measures in the performance-based policy framework – providing key criteria by which progress towards the plan goals can be assessed. The aspirational performance targets set quantifiable goals for the achieving the plan’s desired policy outcomes within a certain timeframe, though not all goals have targets and several targets address multiple goals.

In comparison, system performance measures are used to evaluate changes between current conditions (in 2015) and future conditions (in 2040) with implementation of the transportation investments identified in the plan. Performance of the plan is reported in Chapter 7. Complementary performance measures identified in **Appendix J** and **Appendix L** have monitoring targets that will help monitor progress towards meeting the RTP goals and objectives in the shorter-term, between and during scheduled updates to the RTP.

Additional state-mandated targets

This section describes additional performance targets that have been used in the RTP since 2000 to determine adequacy of the transportation system and consistency with state requirements.

Regional modal targets

First adopted in 2000, the regional modal targets established in **Table 2.3** are the region's alternative approach for achieving compliance with the requirement in the Oregon Transportation Planning Rule (TPR) to reduce per capita vehicle miles traveled and reliance on single-occupant vehicles during the planning period. Approved by the Land Conservation and Development Commission in 2002, the targets are intended to be goals for cities and counties to work toward as they implement the 2040 Growth Concept and Regional Transportation Plan at the local level. The most urbanized areas of the region will achieve higher non-drive alone mode shares than less developed areas closer to the urban growth boundary. Findings of performance are reported in Chapter 7 to measure local progress in reducing reliance on the automobile and demonstrate compliance with the TPR.

Table 2.3 Regional modal targets for 2040

2040 Design Type	Non-drive alone modal target*
Portland central city	60-70%
Regional centers	45-55%
Town centers	
Main streets	
Station communities	
Corridors	
Passenger intermodal facilities	40-45%
Industrial areas	
Freight intermodal facilities	
Employment areas	
Neighborhoods	

* Applies to non-drive alone trips to, from and within each 2040 design type.

Interim regional mobility policy

First adopted in 2000 and amended into the Oregon Highway Plan in 2002, the interim regional mobility policy reflects a level of motor vehicle performance in the region that JPACT, the Metro Council and the Oregon Transportation Commission (OTC) deemed acceptable at the time of its adoption. Policymakers recognized the policy as an incremental step toward using a more comprehensive set of measures that consider system performance for all modes, as well as financial, environmental and community impacts. This RTP continues that evolution and has defined a broader set of performance measures that can provide a more comprehensive assessment of transportation system performance as reflected in the performance measures identified for each RTP goal, the regional performance targets shown in **Figure 2.4** and the 2040 modal targets in **Table 2.3**.

The interim regional mobility policy in **Table 2.4** shows the minimum motor vehicle performance desired for transportation facilities designated on the Regional Motor Vehicle Network in Chapter 3. Specifically, Table 3.6 reflects volume-to-capacity targets adopted in the RTP for facilities designated on the Regional Motor Vehicle Network as well as volume-to-capacity targets adopted in the Oregon Highway Plan for state-owned facilities in the urban growth boundary. In effect, the policy is used to evaluate current and future performance of the motor vehicle network, using the ratio of traffic volume (or forecasted demand) to planned capacity of a given roadway, referred to as the volume-to-capacity ratio (v/c ratio) or level-of-service (LOS).

Traditionally, motor vehicle LOS has been used in transportation system planning, project development and design as well as in operational analyses and traffic analysis conducted during the development review process. As a system plan, the RTP uses the interim regional policy to diagnose the extent of motor vehicle congestion on throughways and arterials during different times of the day and to determine adequacy in meeting the region's needs. LOS is also used to determine consistency of the RTP with the Oregon Highway Plan for state-owned facilities.



Regional Mobility Policy Update

There has been increasing discussion of the role of motor vehicle LOS as a performance metric. The region and local communities across the region have adopted goals such as improving safety for all roadway users (e.g., pedestrians, bicyclists, freight and transit users) and encouraging infill development to implement the 2040 Growth Concept, which often conflict with meeting LOS thresholds.

The region has committed to updating the interim regional mobility policy to better align with the comprehensive set of goals and desired outcomes identified in the RTP. Chapter 8 (Section 8.2.3.1) describes a proposed work plan for considering measures aimed at system efficiency, including people-moving capacity, person throughput and system completeness.

Table 2.4 Interim regional mobility policy

Deficiency thresholds for peak hour operating conditions expressed as volume to capacity ratio targets as adopted in the RTP and Oregon Highway Plan.

Locations	Target	Target	
	Mid-day One-Hour Peak ^{A, B}	PM 2-Hour Peak ^{A, B}	
		1 st hour	2 nd hour
Central City Regional Centers Town Centers Main Streets Station Communities	.99	1.1	.99
Corridors Industrial Areas Intermodal Facilities Employment Areas Neighborhoods	.90	.99	.99
I-84 (from I-5 to I-205)	.99	1.1	.99
I-5 North (from Marquam Bridge to Interstate Bridge)	.99	1.1	.99
OR 99E (from Lincoln Street to OR 224 interchange)	.99	1.1	.99
US 26 (from I-405 to Sylvan interchange)	.99	1.1	.99
I-405 ^C (from I-5 South to I-5 North)	.99	1.1	.99
Other principal arterial routes ^D I-205 ^C I-84 (east of I-205) I-5 (Marquam Bridge to Wilsonville) ^C OR 217 US 26 (west of Sylvan) US 30 OR 8 (Murray Boulevard to Brookwood Avenue) ^{C, D} OR 47 OR 99W OR 212 ^E OR 224 OR 213 ^F	.90	.99	.99

Table Notes:

- A. Unless the Oregon Transportation Commission has adopted an alternative mobility target for the impacted state-owned facility within the urban growth boundary, the mobility targets in this table (and Table 7 of the Oregon Highway Plan) are considered standards for state-owned facilities for purposes of determining compliance with OAR 660-012-0060.
- B. The volume-to-capacity ratios in this table (and Table 7 of the Oregon Highway Plan) are for the highest two consecutive hours of weekday traffic volumes. The 2nd hour is defined as the single 60-minute period, either before or after the peak 60-minute period, whichever is highest. See Oregon Highway Plan Action 1.F.1 for additional technical details for state-owned facilities. The mid-day peak hour is the highest 60-minute period between the hours of 9 a.m. and 3 p.m.

- C. A corridor refinement plan, which will likely include a tailored mobility policy, is required by the Regional Transportation Plan for this corridor.
- D. Two facilities are not designated as principal arterial throughway routes in the RTP, including OR 8 between Murray Boulevard and Brookwood Avenue and portions of 99W, and are proposed to be removed from Table 7 of the Oregon Highway Plan in the next scheduled update.
- E. OR 212 is designated as a throughway route in the RTP and is proposed to be amended into Table 7 of the Oregon Highway Plan in the next scheduled update.
- F. In October 2018, the OTC approved an alternative mobility target that applies to the intersection of OR 213 and Beaver Creek Road such that during the first, second and third hours, a maximum v/c ratio of 1.00 shall be maintained. Calculation of the maximum v/c ratio will be based on an average annual weekday peak hour.

Appendix L describes how this information is used in the region's congestion management process and RTP updates to identify needs and inform consideration and prioritization of multimodal strategies and investments to address congestion in the region. See **Chapter 3** for more information about this policy.

Greenhouse gas emissions reduction targets

Oregon has been a leader in addressing global climate change, and the region continues to support the state's strong commitment to reducing greenhouse gas (GHG) emissions. In HB 3543 (2007), the Oregon Legislature adopted statewide GHG reduction targets for all sectors. In HB 2001 (2009) and SB 1059 (2010), the Legislature directed the Land Conservation and Development Commission (LCDC) to conduct rulemaking to adopt targets for reducing transportation-related GHG emissions in Oregon's metropolitan areas consistent with the overall target from HB 3543.

Metro's legislative mandate

In 2009, Metro was directed by HB 2001 and by subsequent LCDC rulemaking to develop a plan for meeting its regional GHG reduction target in coordination with the Oregon Department of Transportation (ODOT). After a vigorous and collaborative regional process, this plan – known as the Climate Smart Strategy – was adopted by Metro with broad regional support in 2014 and approved by LCDC in 2015.

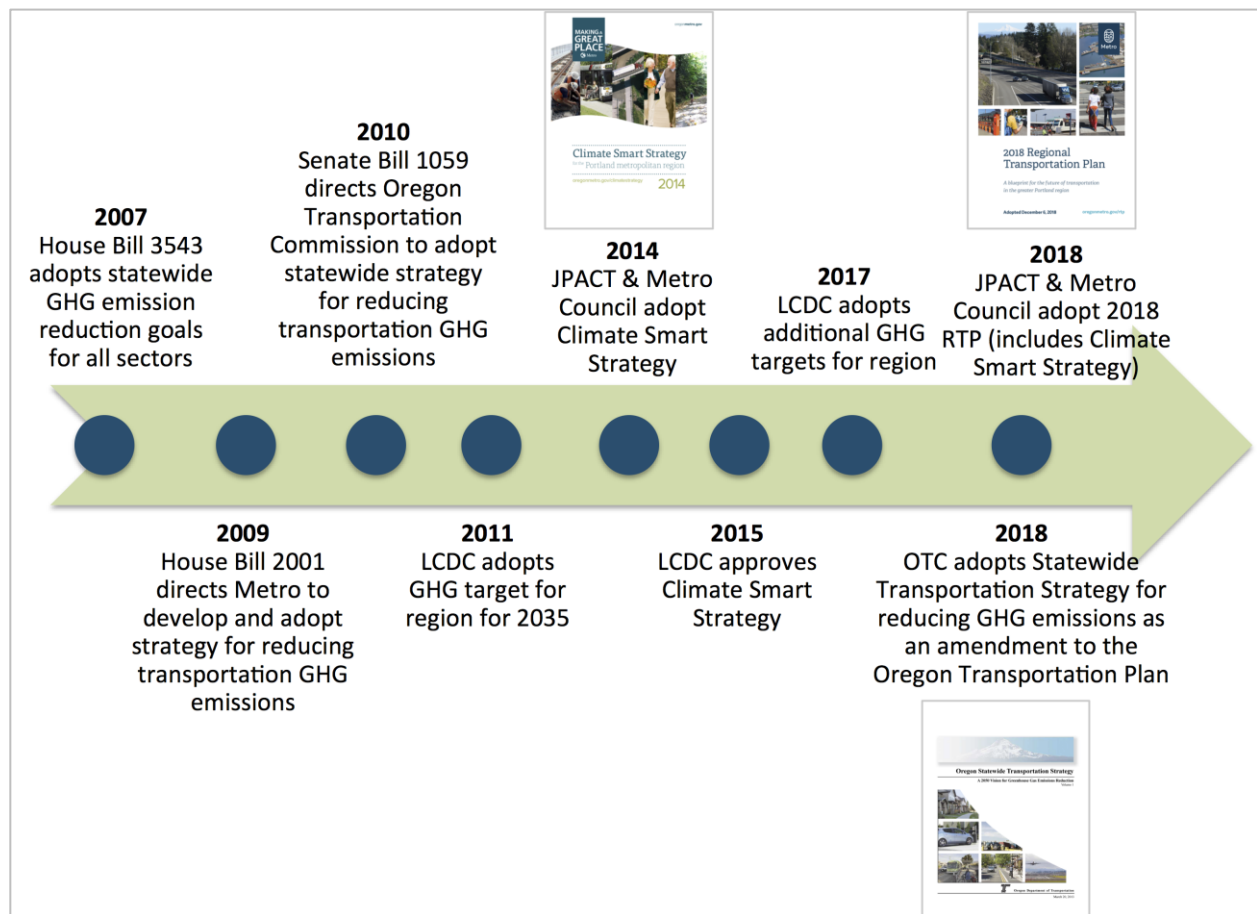
A simplified timeline of key climate legislation and related implementation activities is shown in **Figure 2.1**.



The 2018 Regional Transportation Plan is a key tool for the greater Portland region to implement the adopted Climate Smart Strategy.

For more information, visit: oregonmetro.gov/climatesmart

Figure 2.5 Oregon legislation drives climate policy and implementation



More information about Oregon's climate policies for reducing greenhouse gas emissions from transportation can be found at <https://www.oregon.gov/ODOT/Programs/Pages/OSTI.aspx>.

Shown in Table 2.5, the regional targets, first adopted in the [Metropolitan Greenhouse Gas Reduction Targets Rule](#) in 2011, were updated in January 2017 to set targets for the years 2040 through 2050 for each of Oregon’s metropolitan areas following an assessment of progress to date.

Table 2.5 Greenhouse gas emissions reduction targets ^{A, B}

Year	Targets for the Portland metropolitan area	Targets for other Oregon metropolitan areas
2035	20%	varies by MPO from 17-20%
2040	25%	20%
2041	26%	21%
2042	27%	22%
2043	28%	23%
2044	29%	24%
2045	30%	25%
2046	31%	26%
2047	32%	27%
2048	33%	28%
2049	34%	29%
2050	35%	30%

Table notes:

- A. As adopted in OAR 660-044-0020 of the [Metropolitan Greenhouse Gas Reduction Targets Rule](#), the GHG reduction targets are defined as a percentage reduction in emissions per capita from 2005 emissions levels but not including reductions in vehicle emissions that are likely to result by 2035 from the use of improved vehicle technologies and fuels. The targets were developed using the statewide GreenSTEP model and the Regional Strategic Planning Model (RSPM) developed by ODOT – now termed VisionEval. Metro uses the Environmental Protection Agency’s MOVES model for forecasting on-road mobile source greenhouse gas emissions in the region. This transition was anticipated because Metro maintains and implements MOVES to conduct federally-required air quality and other on-road vehicle emissions analysis. More information can be found in **Appendix J**.
- B. The year 2005 is specified as a reference year for greenhouse gas reduction targets because more detailed data on emissions and light vehicle travel in metropolitan areas is available for this date than for 1990, the base year set by statute, and because it corresponds better with adopted land use and transportation plans and will thus enable MPOs to better estimate what changes to land use and transportation plans might be needed to achieve the emissions reduction targets. While the targets are specified as a reduction in emissions per capita from 2005 emissions levels, the targets are set at a level that corresponds to the required reduction from 1990 levels to be achieved by the specified year to be on track to meet statewide goals for 2050.

At this time, only the Portland region is required to develop, adopt and implement a plan that meets the targets. The targets are for light-duty vehicle emissions and reflect per capita reductions needed from estimated 2005 greenhouse gas emissions levels after accounting for state assumptions for Oregon’s transition to cleaner, low-carbon fuels and more fuel-efficient vehicles. See **Chapter 3** for more information about the region’s climate leadership policies guiding RTP and Climate Smart implementation. **Chapter 7** and **Appendix J** report expected performance of the RTP for 2035 and 2040.

The RTP vision, goals, and objectives are addressed throughout the RTP and appendices, including policies to guide development and implementation of the plan (Chapter 3), existing system performance (Chapter 4), financing the region's investment priorities (Chapter 5), the region's investment priorities (Chapter 6), expected performance (Chapter 7) and planned implementation and monitoring activities (Chapter 8).



Achievement of the plan's vision and goals will occur through partnerships, ongoing engagement and implementation a variety of policies, strategies and actions at the local, regional, state and federal levels. 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 Regional Transportation Plan to ensure an equitable, prosperous and sustainable future.

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

So, hello. We’re Metro – nice to meet you.

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

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Bob Stacey, District 6

Auditor

Brian Evans

600 NE Grand Ave.
Portland, OR 97232-2736
503-797-1700

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