PORTLAND 2045

TRANSPORTATION SYSTEM PLAN

Plan and Policy Review

December 9, 2025

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Purpose of Review

This memorandum summarizes the plans and policies that are relevant to the City of Portland Transportation System Plan (TSP) update. It categorizes each document as statewide, regional, or local. It further categorizes each local plan as a citywide planning document, an area plan, or a modal or topic plan. For each plan, the memorandum provides a summary, describes key aspects that influence Portland's transportation planning efforts, and describes how it will influence the Portland TSP update process. Because of the intentional integration of previous planning efforts into the most recent 2019 Portland TSP update, this review focuses on those plans formally adopted post-2018 Portland TSP adoption.

The most important Statewide and Regional documents provide approval criteria for the Portland TSP update. The Portland TSP update cannot go into effect until both Oregon and Metro "acknowledge" (that is, approve) it. Oregon's approval criteria, as well as the legal impetus for transportation system planning in Oregon, are contained within the Oregon Statewide Planning Goals and the Transportation Planning Rule. At the regional level, Metro's approval criteria are contained within the Regional Transportation Functional Plan. Together, these documents will guide the Portland TSP update scope, technical analysis, and final product.

At the local level, the TSP must be consistent with the goals and policies in Portland's existing Comprehensive Plan. However, many other plans and policies recommend updates to the Transportation System Plan in the form of new capital projects, street classification changes, and revised goals, objectives, performance measures, and policies.

The Portland TSP update will thus draw from all the documents summarized below. It will follow the requirements of governing statewide, regional, and local documents. It will maintain consistency with other statewide and regional documents. And lastly, it will consider recommendations from local plans for inclusion within the TSP. See below for key highlights from this review:

- The Transportation Planning Rule dictates the components that must be included in the Portland TSP update. The recent Climate-Friendly and Equitable Communities (CFEC) rulemaking made sweeping changes to the TPR to reduce climate pollution, provide more transportation choices, and promote equitable transportation planning. It places a heavy emphasis on engaging underserved communities, reducing vehicle miles traveled per capita, and prioritizing non-auto modes of travel.

- The Metro Regional Transportation Plan (RTP) includes a Regional Mobility Policy that moves the Portland region away from traditional level-of-service based performance measures. In their place, the policy calls for vehicle miles traveled per capita, system completeness, and hours of congestion as the region's key performance measures.

- The Regional Transportation Functional Plan (RTFP) implements the Regional Transportation Plan. However, the RTFP is currently undergoing an update to implement the recently updated RTP. The Portland TSP update will adhere to the requirements in the RTFP as much as possible as the two processes move forward simultaneously.

- The PBOT Strategic Plan orients all PBOT's work towards the goals of safety, moving people and goods, and asset management. It further implores PBOT to ask itself whether every decision will advance equity and reduce carbon emissions. The Portland TSP update will infuse this ethos first into its vision, goals, and policies, and then into all further analysis, engagement, and decision-making.

- PBOT's modal and topic plans support the Strategic Plan's vision of a safe, efficient, fiscally responsible, climate-friendly, and equitable transportation system. This review includes local plans adopted since Portland's most recent update in 2019, including plans related to traffic safety, freight, accessibility, and mobility for all.

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Statewide Plans and Policies

The following section summarizes the statewide plans and policies that are relevant to the City of Portland TSP update.

The first two items, the Statewide Planning Goals and the Transportation Planning Rule, constitute approval criteria for the Portland TSP update through the Department of Land Conservation and Development (DLCD). DLCD must "acknowledge" the Portland TSP update for it to go into effect, and DLCD will evaluate the update against Statewide Planning Goal 12 (Transportation) as implemented in the Transportation Planning Rule.

This section further describes the Oregon Transportation Plan and the plans under its umbrella. These include the Oregon Highway Plan, the Oregon Pedestrian and Bicycle Plan, and other modal and topics plans. It also includes design guidance for the statewide highway system in ODOT's Access Management Policy and its Highway Design Manual. Lastly, it describes the Statewide Transportation Improvement Program, or STIP, through which local improvements on the state highway system are programmed.

These plans point towards a vision of a safe, climate-friendly, multimodal, accessible, and efficient transportation system throughout the State. In urban areas such as Portland, they call for a transportation system that supports dense development and a thriving economy. The Portland TSP update will plan for transportation improvements that align with this vision through both its policies and projects.

Statewide Planning Goals (2019)

The foundation of the statewide program for land use planning in Oregon is a set of 19 Statewide Land Use Planning Goals. They express the state's policies on land use and related topics and are accomplished through local comprehensive planning, including through the development and implementation of TSPs. State law requires each city to adopt a comprehensive plan and the zoning and land division ordinances needed to put the plan into effect. Each comprehensive plan must be consistent with the statewide planning goals. Plans are reviewed for consistency by the state's Department of Land Conservation and Development (DLCD). DLCD decides whether a local government's comprehensive plan complies with the statewide planning goals through "acknowledgement" of the plan. Once DLCD deems the comprehensive plan consistent, it acknowledges it, and the plan becomes the long-range policy document which guides land use and related topics in the applicable jurisdiction. The comprehensive plan must have supporting facility plans, such as the TSP, that provide more detailed policy guidance for specific facilities like transportation.

Goal 12 (Transportation) of the Statewide Planning Goals describes the required transportation-related contents of local comprehensive plans at a high level. These requirements are enumerated in more detail in the Transportation Planning Rule.

Additionally, the city must produce findings describing how its TSP update furthers each relevant Statewide Planning Goal. Specifically, the City of Portland is subject to all goals, except 3, 4, 16, 17, 18, and 19. Many of the goals, as described below, are relevant to the Portland TSP update process.

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Goal 1. Citizen Involvement: *To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.*

This goal requires the city to provide for widespread citizen involvement in the Portland TSP update process, to assure effective two-way communication with citizens, to provide the opportunity for citizens to be involved in all phases of the planning process, to assure that technical information is available in an understandable form, to assure the citizens will receive a response from policymakers, and to ensure funding for the citizen involvement program.

The Portland TSP update will include a robust public involvement effort that identifies and interfaces with all relevant populations. As part of this effort, the project will convene a technical advisory committee (TAC) and community advisory committee to further identify key topics and feedback. Official adoption of the Portland TSP update will require public notifications and hearings before the Planning Commission and City Council.

Goal 2. Land Use Planning: *To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

This goal requires local governments to establish a land use planning process and policy framework as a basis for all decisions and actions relating to land use. It also requires coordination between local governments and state agencies.

Portland's land use planning process is carried out through its Comprehensive Plan. However, the Portland TSP update will plan transportation facilities based on existing and projected future land uses. Additionally, the transportation planning process will involve coordination between Portland, Multnomah County, Metro, ODOT, and DLCD, largely facilitated by the aforementioned TAC.

Goal 5. Natural Resources, Scenic and Historic Areas, and Open Spaces: *To protect natural resources and conserve scenic and historic areas and open spaces.*

This goal requires local governments to inventory natural and cultural resources in their jurisdiction and adopt programs that protect natural resources for future generations. These resources include Riparian corridors, wetlands, wildlife habitat, waterways, groundwater resources, natural areas, energy sources, and cultural areas, among others.

The Portland TSP update will take existing natural resources and environmental features into account when determining the siting, construction, and cost of transportation improvements. A record of all relevant resources can be found through PortlandMaps such as the Natural Resources Inventory, Historic Resources map, and archaeological resources which are protected in the Rivers Overlay and Columbia South Shore Plan District.

Goal 6. Air, Water, and Land Resources Quality: *To maintain and improve the quality of the air, water, and land resources of the state.*

This goal requires local governments to limit the waste and process discharges from future developments to ensure they do not violate state or federal environmental quality statutes, rules, and standards.

The Portland TSP update will consider waste and process discharges associated with future developments.

Goal 7. Areas Subject to Natural Hazards: *To protect people and property from natural hazards.*

Natural hazards include floods, landslides, earthquakes, tsunamis, coastal erosion, and wildfires. This goal requires local governments to adopt comprehensive plans to reduce the risk to people and property from natural hazards.

The Portland TSP update will consider natural hazards, especially earthquakes and landslides, as it plans the transportation system.

Goal 8. Recreational Needs: *To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

This goal requires governmental agencies to plan for recreational needs, including destination resort siting, by identifying recreational needs, planning for facilities to meet those needs, and working with private developers and other partners to meet those needs.

The Portland TSP update will consider both transportation access to recreational facilities and transportation networks as recreational facilities themselves, such as trails and other multi-use paths.

Goal 9. Economic Development: *To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

This goal requires local governments to use their comprehensive plans to contribute to a stable and healthy economy. These plans should analyze economic patterns, provide for an adequate supply of sites to increase economic growth, and limit uses near sites zoned for industrial uses.

The Portland TSP update will need to plan for increased access to growing employment areas by coordinating with planned economic development activity.

Goal 10. Housing: *To provide for the housing needs of citizens of the state.*

This goal requires local governments to inventory buildable lands for residential use and enact plans that encourage the availability of adequate numbers of needed housing units at price ranges and rent levels that are commensurate with the financial capabilities of Oregon households. It encourages allowing housing that are flexible in location, type, and density.

The Portland TSP update will plan for access to and from dense housing along centers and corridors. Given expected population growth, the update will plan for a greater number of travelers using the same roadways.

Goal 11. Public Facilities and Services: *To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

This goal stipulates that urban development be guided by public facilities and services. It requires local governments to adopt a public facility plan that plans for current and long-range needs for sewage, stormwater, solid waste disposal, and transportation facilities.

The Portland TSP update will serve as part of the city's public facilities and services plan. It will cover transportation facilities, while other documents will cover sewage, stormwater, and solid waste disposal. To do so, the Portland TSP update will coordinate with or consider the provision of other public facilities consistent with adopted plans.

Goal 12. Transportation: *To provide and encourage a safe, convenient, and economic transportation system.*

This goal requires local governments to enact a transportation plan that considers all modes of transportation, is based upon an inventory of transportation needs, and conforms with local and regional comprehensive land use plans, among other requirements.

The Portland TSP update will serve as a chapter in the Portland Comprehensive Plan and fulfill the requirements of this goal. DLCD implements Goal 12 through Oregon Administrative 660 Division 12 (the Transportation Planning Rule), which we describe in further detail below.

Goal 13. Energy Conservation: *To conserve energy.*

This goal requires local governments to ensure that land uses developed on the land are managed to maximize the conservation of all forms of energy, based upon sound economic principles.

The Portland TSP update will fulfill this goal by planning for low-energy forms of travel, including walking, bicycling, and transit use.

Goal 14. Urbanization: *To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.*

This goal encourages efficient land uses, primarily through the adoption of urban growth boundaries. Regional governments are responsible for setting these boundaries, which distinguish urban and urbanizable land from rural land.

While the Portland TSP update will not influence the urban growth boundary, it will plan for a transportation network that allows more people to live in the city of Portland, and thus reduce the need to expand the urban growth boundary.

Goal 15. Willamette River Greenway: *To protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River as the Willamette River Greenway.*

This goal requires local governments to protect the qualities of the Willamette River Greenway by creating boundaries within which special Greenway considerations should be considered, managing land uses near the Greenway, and acquiring land from donors or willing sellers to better meet the public's needs through public ownership.

The Willamette River runs through Portland, so the Portland TSP update will need to consider potential impacts to the Greenway when evaluating alternatives and policies.

Oregon Administrative Rule 660-012 (The Transportation Planning Rule) (2024)

Goal 12 of the Oregon Statewide Planning Goals (summarized above) requires local governments to create a transportation system plan that accounts for all relevant modes of transportation. DLCD implements this goal (that is, describes in detail what local governments must do to conform to it) through the Transportation Planning Rule (TPR). The TPR specifies what must be included in local planning efforts for transportation, and what must be addressed and included in a transportation system plan. The full text of the TPR is over 45,000 words, with numerous applicable sections. We summarize the most important sections for the Portland TSP update to comply with for DLCD acknowledgement below.

Note that each of these sections has undergone recent changes or additions through the Climate-Friendly and Equitable Communities rulemaking process.

660-012-0100: Transportation System Plans in Metropolitan Areas

This section of the TPR mandates that cities develop a transportation system plan. It also states that cities in metropolitan areas must include the following elements in their TSP: a pedestrian system element, a bicycle system element, a public transportation system element, and a street and highway system element. Each of these elements are described in further detail in later sections (0500 for the pedestrian system element, 0600 for the bicycle system element, etc.) Each element must include an inventory of current infrastructure, a description of needed infrastructure, and a prioritized list of projects that would bring the current infrastructure to the needed infrastructure level.

The Portland TSP update will incorporate information from recent modal plans, such as PedPDX, the 2030 Bicycle Plan, etc. to analyze both existing conditions for these modes and future needs and projects.

Further, this section requires cities in metropolitan areas to provide funding projections and to create constrained project lists based on the prioritized project lists developed in each modal section and the total capital funding projected over the lifespan of the plan. These requirements are developed in further detail in section 0115 (funding projections), 0170 (unconstrained project list), and 0180 (financially constrained project list).

660-012-0120: Transportation System Planning Engagement

This section of the TPR describes the methods of public engagement cities need to follow to be consistent with Oregon Statewide Planning Goals. It places a heavy emphasis on identifying underserved communities (described in detail in section 0125), including them in the decision-making process (0130), and analyzing land use and transportation decisions to determine whether underserved communities are receiving a fair distribution of the burdens and benefits of proposed changes.

The Portland TSP update will include a robust public engagement component, guided by its Public Involvement Plan, to ensure alignment with these requirements and an equitable outreach process.

660-012-0140: Transportation Planning in the Portland Metropolitan Area

This section of the TPR describes how the Portland TSP update must align with the Oregon Metro Regional Transportation Plan (RTP). As the regional government in Portland, Metro is responsible for adopting an RTP. Once they've done so, they are then responsible for reviewing local comprehensive

plans to verify alignment with their RTP. To do so, Metro will use the requirements laid out in the Regional Transportation Functional Plan (described later in this memorandum).

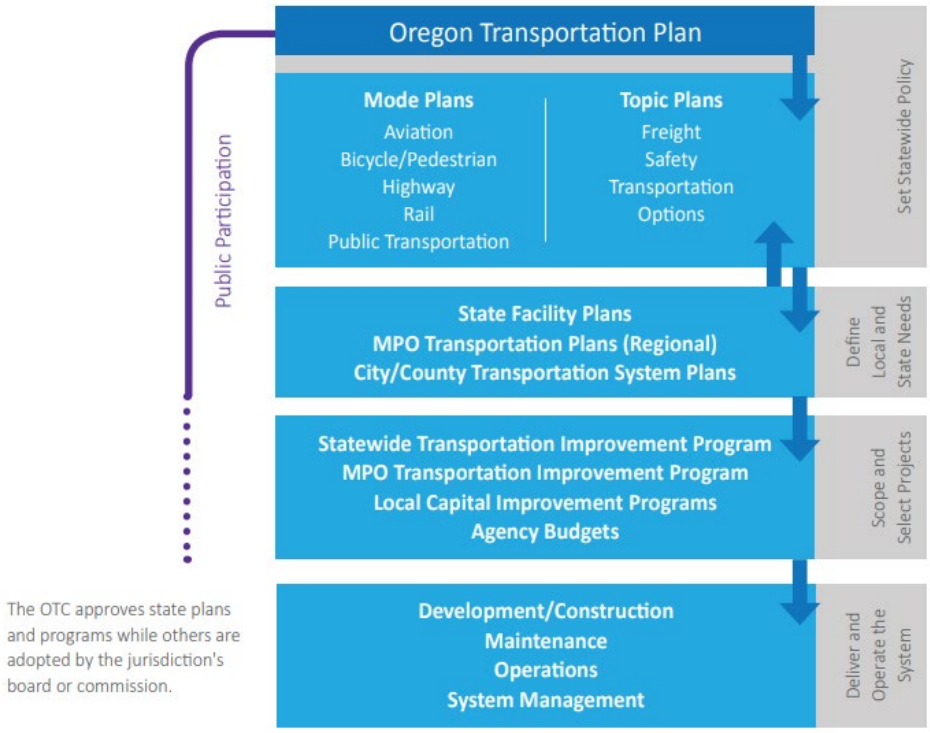
660-012-0160: Transportation Planning in the Portland Metropolitan Area

This section of the TPR states that when a city makes a major update to a TSP, it must prepare a projection estimating changes between VMT per capita traveled in the base year and VMT per capita that would result from all projects on the financially constrained project list being implemented. Further, it states that a city can only adopt a TSP if the forecast VMT per capita is lower in the horizon year than in the base year scenario. The Portland TSP update will follow this regulation. It will include a suite of projects geared toward lowering VMT per capita by reducing principal reliance on the automobile for daily travel.

Oregon Transportation Plan (2023)

The Oregon Transportation Plan is the highest-level policy document for transportation planning in the State of Oregon. It defines the long-range transportation policy for the movement of people and goods across the state and sets the framework for policies and strategies from present day to 2050. The plan informs the work of transportation providers, including cities, in how to plan for, invest in, build, manage, and maintain the multimodal system. The Portland TSP update must be consistent with the OTP and its modal plans, as required by the TPR. Figure 1 below shows the relationship between the OTP, topic and mode plans, and local plans.

Figure 1. Oregon Transportation Plan Relationships



The OTP's vision is that "Oregon's transportation system supports all Oregonians by connecting people and goods to places in the most climate-friendly, equitable, and safe way." Its overarching policy framework is designed to save lives, center equity, reduce greenhouse gas emissions, secure sustainable and reliable transportation funding, maintain the existing system and complete critical connections, and enable the efficient movement of goods and services.

It limits roadway expansion to occur only after pricing, options for shifting modes, use of demand management strategies, and operational improvements are explored and projected to be insufficient at reducing congestion.

It presents goals (the specific areas in which Oregon can take actions to realize the overall vision), objectives (the desired outcomes the goals can achieve), and policies & strategies (the specific actions that need to happen to make progress toward those outcomes). The goals center on economic and community vitality, social equity, mobility, stewardship of public resources, safety, and sustainability and climate action.

The Portland TSP update will implement the OTP by setting goals and performance measures that align with the OTP's goals and performance measures and by setting policies that align with OTP's policies. Consistent with the OTP, the Portland TSP update will plan to maximize the performance of the existing transportation system using transportation system management and operations, travel demand management, and building out the multimodal travel system. Also consistent with the OTP, the Portland TSP update will plan for a reduction in vehicle miles traveled per capita over the lifespan of the plan. Lastly, the implementation and investment frameworks and key initiatives in the last chapter of the OTP can be consulted in developing TSP projects and implementation measures.

Oregon Transportation Options Plan (2015)

The Oregon Transportation Options Plan (OTOP) is a topic plan under the umbrella of the OTP. It considers the transportation options of walking, biking, taking transit, driving, sharing rides, and telecommuting. It provides policy guidance for state and local partners to expand transportation access while ensuring that investments are efficient and support broader community goals.

The OTOP envisions a future in which Oregon's transportation systems provide travelers of all ages and abilities with transportation options to access goods, services, and opportunities. To support this vision, it pursues the goals of safety, funding, accessibility, mobility and system efficiency, economy, health and environment, land use and transportation, coordination, equity, and knowledge and information. It accompanies each of these goals with related policies and strategies.

Beyond this, the OTOP provides a snapshot of transportation options-related programs and activities throughout the state and highlights the challenges, trends, and opportunities of these programs. Lastly, it encourages plan implementation through a description of funding opportunities, ways to integrates transportation options into the existing planning processes, performance measures, and the need for partnerships to move the plan forward.

The Portland TSP update will align with the goals, policies, and strategies laid out in the OTP and integrate transportation options throughout the plan.

Oregon Bicycle and Pedestrian Plan (2016)

The Oregon Bicycle and Pedestrian Plan provides a decision-making framework for walking and biking efforts in the State within the context of the overall transportation system. As a modal plan under the OTP, it facilitates an integrated and interconnected transportation system to meet the diverse and changing needs of system users. The Portland TSP update must be consistent with the OBPP's policies and strategies, as required in the Transportation Planning Rule.

The OBPP envisions that by 2040, Oregonians of all ages, incomes and abilities can access destinations on comfortable, safe, well-connected biking and walking routes. It establishes nine goal areas to support that vision: safety, accessibility and connectivity, mobility and efficiency, community and economic vitality, equity, health, sustainability, strategic investment, and coordination, cooperation, and collaboration. Each goal is accompanied by a suite of policies and strategies designed to help achieve the goals.

In addition to describing steps for ODOT to take, the OBPP outlines the role that local jurisdictions play in the implementation of the plan, including the development of local pedestrian and bicycle plans within TSPs. The Portland TSP update will include an inventory of pedestrian and bicycle facilities, a description of a complete pedestrian and bicycle network, and a prioritized list of projects to bring the network from its current state to a complete state. The TSP will also align with the goals, policies, and strategies outlined in the OBPP.

Oregon Public Transportation Plan (2018)

The Oregon Public Transportation Plan (OPTP) establishes statewide policies and strategies relating to traditional public transportation modes. It serves as a modal plan under the OTP, so the Portland TSP update must be consistent with it.

The OPTP envisions that by 2045, public transportation is an integral, interconnected component of Oregon's transportation system that makes Oregon's diverse cities, towns, and communities work. It establishes nine goals to support that vision: mobility, accessibility and connectivity, community livability and economic vitality, equity, health, safety and security, environmental sustainability, land use, funding and strategic investment, and communication, collaboration, and coordination. The plan provides related policies and strategies for each goal.

The plan calls on local governments, including cities, to designate and support public transportation priority corridors in local plans, to provide infrastructure that supports access to transit, such as sidewalks and crosswalks, and to plan for land uses that support transit use.

The Portland TSP update will have a public transportation component, for which we will coordinate with TriMet, Portland's primary transit service provider. The TSP will also be consistent with the goals, policies, and strategies laid out in the OPTP.

Oregon State Rail Plan (2020) and Implementation Plan (2023)

The Oregon State Rail Plan (OSRP) refines the OTP, provides more rail-specific details to support the OTP, and ensures that rail policy and planning statewide is in sync with the foundation provided by the OTP.

It sets a vision that Oregon will have a safe, efficient, and commercially viable rail system that serves its businesses, travelers, and communities through private resources leveraged, as needed, by strategic public investments. The vision is carried out through seven goals: partnership, collaboration, and communication; connected system; system investments and preservation; funding, finance, and investment principles; system safety, preserving and enhancing quality of life; and economic development. The plan supports each goal with related policies and strategies.

The plan addresses rail abandonment, long-term funding strategies, and improving passenger rail services. It does not specify detailed project specifics or prioritize individual projects, but rather defines a framework and evaluation factors to use to do so. It also provides potential funding scenarios, ranging from "flat funding" to "expanding facilities and services" and outlines the different goals that can be accomplished under each scenario.

ODOT adopted the OSRP in 2020. In 2023, ODOT developed the Oregon State Rail Plan – Implementation Plan to put the OSRP into action. It provides a process to enact state policies and efficiently prioritize potential rail transportation projects as funding arises. It incorporates ODOT policies, stakeholder input, and the Rail Needs Inventory (a list of rail project needs).

Portland contains both Class I and non-Class I railroad, as well as switching and terminal rail facilities. The Portland TSP update will align with the policies and strategies contained within the OSRP and incorporate the recommendations of both the OSRP and the Implementation Plan in the rail component.

Oregon Transportation Safety Action Plan (2021)

The Oregon Transportation Safety Action Plan (OTSAP) is a strategic plan that 1) defines Oregon's traffic safety trends and challenges and 2) identifies a vision, goals, policies, strategies, and actions to eliminate fatalities and serious injuries. It also serves as Oregon's long-range safety topic plan as an element of the OTP and as Oregon's federally required Strategic Highway Safety Plan.

The plan envisions no death or life-changing injuries on Oregon's transportation system by 2035. To support this vision, it provides six goal areas: improving safety culture, improving infrastructure, facilitating healthy and livable communities, using best available technologies, communicating and collaborating, and investing strategically. It further supports each of these goals with related policies and strategies and it provides emphasis areas directly related to these long-term goals, policies, and strategies.

The final two chapters of the plan lay out performance measures, based around fatal and serious injury crash records, and an implementation plan for trend monitoring and future action from all stakeholders, including local jurisdictions. The Portland TSP update will align with the goals, policies, strategies, and actions laid out in the OTSAP and integrate safety planning into all aspects of the plan.

Oregon Administrative Rule 660-734-051 (The Access Management Rule) (2022)

The ODOT Highway Division files administrative rules under Chapter 734. Division 51 of this chapter deals with highway approaches, access control, spacing standards, and medians. The division establishes the procedures, standards, and approval criteria ODOT uses to govern highway approach permitting and access management. Through this division, ODOT intends to provide a highway access management system based on objective standards that balances economic development with highway safety and operations. ODOT uses the OHP to implement this rule.

Access management standards for state highway approaches are based on highway classification, designation, speed, and surrounding area type. All state highways in Portland are subject to these standards, which are detailed in Tables 3 through 6 of this rule. The Portland TSP update will articulate policy support for requiring future development to adhere to these standards and will plan the public right-of-way under its jurisdiction to comply or move in the direction of compliance with these standards.

Oregon Highway Design Manual (2022)

The ODOT Highway Design manual (HDM) provides the standards and guidance for the design of all projects located on state highways. Projects under its jurisdiction include new construction; major reconstruction (4R); resurfacing, restoration, and rehabilitation (3R); and resurfacing (1R) projects. The HDM includes guidance on design elements such as general alignments, roadway widths, criteria for installation of turn lanes, and projected volume-to-capacity ratios for newly constructed highway segments.

The Portland TSP update will consider HDM guidance to evaluate the feasibility of potential capital projects on the state highway system, if applicable, including the maximum allowable volume-to-capacity ratios for use in the design of highway projects.

Oregon Highway Plan (2023)

The Oregon Highway Plan (OHP) defines policies and investment strategies for Oregon's state highway system. Under the Transportation Planning Rule, local TSPs, including Portland's, must be consistent with the OTP, including the OHP, one of its modal elements.

The OHP has three main elements. The Vision presents a vision for the future of the state highway system, the Policy Element contains goals, policies, and actions in five policy areas, and the System Element contains an analysis of state highway needs.

Many of the policies contained in the OHP direct how ODOT plans, manages, and funds state highway facilities. However, other policies direct local jurisdiction decisions. Local jurisdictions must be consistent with the following policies:

Policy 1A: State Highway Classification System

The OHP categorizes state highways into four groups. **Interstate Highways** provide connections to major cities, regions of the state, and other states. **Statewide Highways** typically provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by Interstate Highways. **Regional Highways** typically provide connections and links to regional centers, Statewide or Interstate Highways, or economic or activity centers of regional significance. **District Highways** are facilities of county-wide significance and function largely as county and city arterials or collectors.

The OHP further defines **Expressways** as complete routes or segments of highways that provide for safe and efficient high-speed and high-volume traffic movements. Lastly, the OHP recognizes the **National Highway System (NHS)** designation from the federal government.

The following classifications apply to state highway facilities in Portland:

- I-5: Interstate Highway, 001; approx. MP 293.4 to 308.3; National Highway System (NHS)
- I-84: Interstate Highway, 002; approx. MP 0.0 to 12.1; NHS
- I-205: Interstate Highway, 064; approx. MP 16.6 to 26.6; NHS
- I-405: Interstate Highway, 061; approx. MP 0.0 to 4.2; NHS
- US 26 West of Downtown Portland, 047: Statewide Highway, approx. MP 70.8 to 71.2; Expressway and NHS
- US 30 West of Willamette River, 092: Statewide Highway, approx. MP 1.0 to 9.6; NHS
- OR 99E, 081: Statewide and District Highway, approx. MP 1.5 to 4.6 and -3.8 to -6; NHS
- US 30 East of Willamette River, 123: Statewide and District Highway, approx. MP 0 to 14.7; NHS
- OR 99W, 091: Statewide and District Highway, approx. MP 0 to 7.6; NHS
- US 26 East of Downtown Portland, 026: District Highway, approx. MP 0 to 9.9; NHS
- OR 43, 003: District Highway, approx. MP 0 to MP 3.6; NHS
- OR 120, 120: District Highway, approx. MP 0.4 to 0.5; NHS
- OR 213: District Highway, approx. MP -0.1 to MP 0.4; NHS
- N Interstate Avenue: District Highway, approx. MP -4.8 to -5.8
- Steel Bridge: District Highway, approx. MP -0.3 to -0.4

Policy 1B: Land Use and Transportation

This policy defines special designations for some highways in urban areas where priority shifts from through traffic to local traffic. These include **Special Transportation Areas (STAs)**, designated districts of compact development located on a state highway in which the need for appropriate local access outweighs the considerations of highway mobility, **Urban Business Areas (UBAs)**, a highway segment designation that may be applied to existing areas of commercial activity, and **Commercial Centers**, which are large, regional centers with limited access to the state highway.

ODOT has adopted two STAs in Portland: US 30 in St. Johns from approx. MP 1.3 to 1.8 and OR 43 in South Portland from approx. MP 1.0 to 2.2. There are no UBAs or Commercial Centers in Portland.

While traffic moves through an STA and automobiles may play an important role in accessing an STA, convenience of movement within an STA is focused upon pedestrian, bicycle, and transit modes. STAs

look like traditional “Main Streets” and are generally located on both sides of a state highway. The primary objective of an STA is to provide access to and circulation amongst community activities, businesses, and residences and to accommodate pedestrian, bicycle, and transit movement along and across the highway.

Policy 1C: State Highway Freight System

This policy recognizes the needs of freight on the State Highway System. It establishes freight routes throughout the state and directs ODOT and local jurisdictions to consider the importance of timeliness in freight movements when developing and implementing plans and projects on freight routes.

In Portland, State Highway Freight routes include all Interstate facilities as well as US 26 west of downtown Portland, US 99E southeast of downtown Portland, US 30 northwest of downtown Portland, and US 30 between the Saint Johns bridge and Interstate 5.

Lastly, this policy designates Reduction Review Routes where ODOT applies OAR 731-012-0010. This administrative rule instructs ODOT to apply a special review to any changes to highways designated as Reduction Review Routes to ensure they do not result in the reduction of vertical or horizontal clearance.

In Portland, all State Highway Freight routes are also Reduction Review routes. Additionally, US 26 east of downtown Portland and US 99E northeast of downtown Portland are Reduction Review Routes.

Policy 1D: Scenic Byways

Scenic Byways are federal, state, and local roads that have exceptional scenic value. ODOT maintains guidelines for aesthetic and design elements within the public right-of-way that are appropriate to Scenic Byways and balances these guidelines against the need for safety and performance related improvements. These guidelines include instruction for turnouts, overlooks, signage, and visual treatment of the highway infrastructure. However, there are no Scenic Byways in Portland.

Policy 1F: Highway Mobility Standards

This policy sets mobility targets in an attempt to provide a reliable and acceptable level of vehicular mobility on the state highway system. The policy is based on volume-to-capacity (v/c) ratio analysis for vehicles on state highways. These v/c ratios are used to 1) identify state highway mobility performance expectations for planning and plan implementation, 2) evaluate the impacts of amendments to comprehensive plans and land use regulations on state highways, and 3) guide operations decisions such as managing access and traffic control systems.

While the policy intends to improve vehicular mobility throughout the state, it has caused negative impacts in the Portland metropolitan area. It has led to transportation projects that are increasingly more expensive than jurisdictions can afford and that have undesirable land use, housing, air quality, public health, and environmental impacts, conflicting with local, regional, and state goals. Further, it has

suppressed both dense infill development and growth in planned expansion areas, causing negative climate impacts, degrading the urban form, hurting the economy, reducing transportation options, and exacerbating the region's housing shortage.

To avoid these negative impacts in the future, Metro has initiated a process to update the regional mobility policy. The updated policy will replace the current mobility targets that Policy 1F applies to the Portland metropolitan region. In lieu of volume-to-capacity ratio targets, the draft regional mobility policy includes Vehicle Miles Traveled per Capita, System Completeness, and Hours of Congestion on Throughways as potential targets.

The Portland TSP update will incorporate the targets included in the updated Regional Mobility Policy as performance measures.

Policy 1G: Major Improvements

ODOT recognizes that it likely will not construct many new highways in the future and thus uses this policy to emphasize improving the efficiency of the existing highway system. It establishes four priorities, with a mandate to implement the higher priority measures first unless a lower measure is clearly more cost-effective or clearly better supports safety, growth management, livability, or economic considerations. The measures, in order of priority, are:

1) Protect the existing system through access management, local comprehensive plans, transportation demand management, improved traffic operations, and alternative modes of transportation,

2) Improve efficiency and capacity of existing highway facilities by making minor improvements such as widening highway shoulders or adding auxiliary lanes,

3) Add capacity to the existing system via major roadway improvements to add general purpose lanes or make alignment corrections, and

4) Add new facilities to the system, such as a new highway or bypass.

Policy 2C: Jurisdictional Transfers

While the Oregon Highway Plan does not call this policy out as applicable to local jurisdictions, ODOT recently transferred jurisdiction of a state highway (OR 213, locally named 82nd Avenue) to the City of Portland. ODOT and the City of Portland may engage in future jurisdictional transfers as well, making this subject relevant to the Portland TSP update.

This policy states that ODOT considers interjurisdictional transfers that simplify management responsibilities, reflect the appropriate functional classification, or lead to increased efficiencies in the operation and maintenance of a particular roadway segment or corridor. Roads and highways with high potential for jurisdictional transfer include urban arterials serving primarily local travel needs and urban streets that have remained state-owned after a parallel major improvement has been constructed.

It also states that all interjurisdictional transfers should include a decision-making process that includes the OTC, ODOT, and the local jurisdiction. This process must culminate with an intergovernmental

agreement that addresses compensation, roadway conditions, access management, freight mobility, maintenance, and operational standards.

Policy 2G: Rail and Highway Compatibility

The state recognizes that its at-grade highway-railroad public grade crossings represent a potential safety issue. Queueing traffic at intersections near rail crossings, roadway maintenance near rail crossings, and poor roadway design near rail crossings can all exacerbate this risk. This policy directs ODOT to increase safety and transportation efficiency through the reduction and prevention of conflicts between railroad and highway users.

First, the policy calls for eliminating at grade crossings wherever possible and calls for new highway projects to avoid at grade crossings. In lieu of removing these crossings, the policy calls for cooperation between ODOT, railroads, and local governments to coordinate safety improvements, highway design, and pedestrian and bicycle access issues.

The Portland TSP update will report the presence of at-grade crossings of the railroad and roadway.

Policy 3A-E: Access Management

Goal 3 of the Oregon Highway Plan is to use access management strategies to ensure safe and efficient highways. The goal is supported by five policies, all of which are relevant to the Portland TSP update.

Access management is balancing access to developed land to promote economic development while ensuring movement of traffic in a safe and efficient manner. Oregon's state highway system ranges from freeways with limited access that prioritize regional traffic to local streets with plentiful driveway access that support local travel and non-motorized transportation.

Policy 3A, Classification and Spacing Standards, states that ODOT must manage intersections and approach roads on state highways to assure safe and efficient operations. Within this policy, the OHP describes different management practices that relate to different highway classifications. For example, driveways, traffic signals, and parking are not allowed on freeways. However, direct public street connections and shared on-street parking are encouraged on urban highways designated as Special Transportation Areas.

Policy 3B, Medians, states that ODOT must plan for and manage the placement of medians and the location of median openings on state highways to enhance the efficiency and safety of the highways. Specifically, it must design and construct non-traversable medians for all new multi-lane highways and modernization of all rural multi-lane expressways. It also lays out instances ODOT should consider medians, including highways with high crash rates, high pedestrian levels, or unique topography.

Policy 3C, Interchange Access Management Areas, states that ODOT must plan for and manage grade-separated interchange areas to ensure safe and efficient operation between connecting roadways. To do so, it must develop interchange area management plans. These plans ensure that access to cross streets is consistent with established standards, supporting improvements, such as road networks and

medians are identified with funding sources, and that access control is purchased on crossroads for a minimum distance of 1320 feet.

Policy 3D, Deviations, states that ODOT must manage requests for state highway approach permits that require deviations from the adopted access management spacing standards. Applicants may request a permit for such deviation and ODOT will review and act upon these requests. The policy encourages ODOT to assemble a technical advisory committee to review these requests. Deviations will be accepted or rejected based upon factors such as potential queueing, bicycle and pedestrian circulation, requirements for local road systems, and sight distance.

Policy 3E, Appels, states that ODOT must manage appeals of approach permit decisions through a designated process to ensure statewide consistency.

Appendix C of the OHP show the access spacing standards which consider highway classification, volumes, speed, safety, and operational needs. Oregon Administrative Rule 734 Division 51 (Access Management Rule) implements these standards. The Portland TSP update process will include an analysis of how existing spacing on ODOT facilities compares to these standards and include policies that work towards meeting those standards.

Policy 4A: Efficiency of Freight Movement

This policy directs ODOT to maintain and improve the efficiency of freight movement on the state highway system. ODOT must balance the needs of long distance and through freight movements with local transportation needs on highway facilities. As part of this policy, ODOT must identify barriers to efficient truck movements, such as bridges with load limits, support further development of Intelligent Transportation System technology, and improve roadway facilities serving intermodal freight facilities.

The Portland TSP update will identify all highway facilities within the City of Portland with a freight designation.

Policy 4D: Transportation Demand Management

Transportation Demand Management (TDM) refers to techniques that attempt to reduce peak period single occupant vehicle traffic, moving traffic demand to time periods other than the peak period. This policy promotes TDM techniques including carpooling, incentives to use alternative modes, traffic restrictions, compressed work hours, and ramp metering. Lastly, this policy supports priced parking and congestion pricing.

The Portland TSP update will include a chapter on Transportation Options planning. This chapter will articulate PBOT programs supporting TDM, coordinate with TDM programs, and establish future TDM needs.

Policy 6A-N: Tolling and Congestion Pricing

Goal 6, which deals with tolling and congestion pricing, was updated entirely in 2023. It provides mechanisms to price the transportation system, priorities to use pricing revenue on, delegates authority to set rates, and provides guidance on how to set rates. The goal differentiates between tolling, which refers to a flat-rate fee used to raise revenue to build infrastructure, and congestion pricing, a variable-rate fee used to reduce congestion.

Fourteen policies inform Goal 6. These policies direct ODOT to spend revenue from tolling to pay for infrastructure projects and use revenue from congestion pricing to manage congestion through multimodal investments. They also direct ODOT to use tolling and congestion pricing to support climate change goals and center equity while setting up and managing pricing schemes. Lastly, they define a road pricing project as including traffic diversion on local streets and allow ODOT to use revenue from tolling and congestion pricing to help local jurisdictions make improvements to those local streets.

The Portland TSP update will note corridors that are likely to be affected by potential future tolling or congestion pricing, including Barbur Boulevard, Interstate Avenue, and 82nd Avenue.

Oregon Freight Plan (2023)

The Oregon Freight Plan (OFP) is a multimodal topic plan under the umbrella of the Oregon Transportation Plan. It sets forth a vision that Oregon should benefit from a reliable, multimodal freight transportation system that supports its quality of life, a healthy economy, and businesses and residents. It pursues this vision by identifying 15 issues affecting freight transportation and proposing strategies and corresponding actions to address each one.

The OFP also provides information on the importance of the freight industry to Oregon's economy, outlines the key industries in Oregon that use the freight system, describes the multimodal freight network, discusses the impact of climate change on freight, and compares potential future funding resources to funding needs.

The Portland metropolitan area, and the City of Portland specifically, feature heavily in the OFP. Key freight facilities in the City of Portland include:

- BNSF and Union Pacific Rail Corridors, Class I, and the Portland Rail Yard
- Marine Highway 84 (Columbia and Willamette Rivers), and the Port of Portland
- Portland International Airport, Category 1
- Interstates 5, 205, 405, and 84, US 26 and 30, OR 99E, among other highway facilities

The Portland TSP update must be consistent with the OFP per the Transportation Planning Rule. Further, the Portland TSP update will consider impacts to the freight system when developing transportation solutions.

2024-2027 Statewide Transportation Improvement Program (STIP) (2023)

The Statewide Transportation Improvement Program (STIP) is Oregon's short-term capital improvement program for state and regional transportation systems. It includes $2.9 billion in projects on the federal,

state, city, and county transportation systems and provides project scheduling and resource allocation that will be undertaken in the four-year period from 2023 to 2027. In alignment with the OTP, the STIP includes many projects related to system and asset preservation, eliminating fatalities and serious injuries, and adding multimodal connections.

The STIP determines which projects should be funded, when the work should be done, and what funding sources should be used to pay for them. It includes a financial plan that identifies all projects within the State for which there is committed or reasonably available funding. For each project, the STIP lists a scope description, the estimated project cost, the funding source, and the responsible agency.

In the Portland area, STIP projects originate in the Metropolitan Transportation Improvement Program (MTIP). Metro, in cooperation with ODOT and local partners like PBOT, develops the MTIP, which identifies near-term transportation system investments in the Portland metropolitan area. These projects are determined by the transportation needs identified in the Regional Transportation Plan. MTIP projects are included in the STIP without modification.

The Portland TSP update will account for projects that are programmed in the STIP/MTIP. Once PBOT completes the TSP, it will propose amendments to the MTIP (which will then be incorporated into the STIP) to include projects from the updated TSP.

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Regional Plans and Policies

The following section summarizes the regional plans and policies that are relevant to the City of Portland TSP update.

The bulk of the plans included come from Metro, the regional government and Metropolitan Planning Organization (MPO) for the Oregon portion of the Portland metropolitan area. Metro adopted the 2040 Growth Concept in 1995. It presents the land uses Metro would like to see in the Portland metropolitan area in the future in map format. Then, in 1997, Metro adopted the Regional Framework Plan, which sets forth policies that guide Metro's decisions toward realization of the 2040 Growth Concept.

The Regional Framework Plan has both a land use and transportation component. The Urban Growth Management Functional Plan (the land use component) directs cities and counties to adopt land use regulations that support the realization of the 2040 Growth Concept. The Regional Transportation Plan (the transportation component) sets forth transportation policies and projects that will lead to a regional transportation network that supports the 2040 Growth Concept's land uses.

The Regional Transportation Functional Plan is the most relevant document in this section for the Portland TSP update. It implements the Regional Transportation Plan that is carried out by cities and counties of the region. It directs those jurisdictions on how to design their transportation system and the regional requirements for their Transportation System Plans. Metro reviews the TSP for compliance with the Regional Transportation Functional Plan prior to acknowledgement by the state.

The two other Metro documents summarized in this section are the Metropolitan Transportation Improvement Program and the Climate Smart Strategy. The Metropolitan Transportation Improvement Program records how all federal transportation money is spent in the region. It also monitors and records state and locally funded projects that may significantly affect the region's air quality. It makes up the Portland metropolitan area's share of the STIP, described in the section above. The Climate Smart Strategy guides the region's path forward to reduce greenhouse gas emissions.

The final three plans summarized come from TriMet and Multnomah County. The TriMet Forward Together plan describes a "Service Concept" for TriMet bus service that pursues the twin goals of ridership and equity. It focuses on frequent bus service on high-ridership corridors and corridors with high numbers of marginalized community members while reducing bus service in low-ridership, high-income areas.

The Multnomah County Transportation System Plan is the master plan for how the County's rural transportation system will evolve and develop for the next 20 years. The Multnomah County Roadway Capital Improvement Plan and Program (RCIPP) is informed by the Multnomah County Transportation System Plan and identifies transportation needs in the County and transportation projects to address those needs.

Metro Regional Government:

Metro 2040 Growth Concept (2025 update)

The 2040 Growth Concept is a long-range plan for managing growth in the Portland metropolitan region. Metro Council adopted it in 1995 after collecting input from thousands of Oregonians. The plan takes

the form of a map, which contains ten land-use building blocks for the region, called 2040 Design Types. Design types range from the Central City (the region's business and cultural hub) to town centers (neighborhood focal points that provide services to those within a two- to three-mile radius), to parks and natural areas.

These design types are the basis for regional land use and transportation policies and implementation. The specific actions required by cities to implement these design types are established in Title 6 of the Urban Growth Management Functional Plan. Further, the Regional Framework Plan is based around the 2040 Growth Concept's broad unifying concept. These plans, both published by Metro, are summarized below.

Metro Regional Framework Plan (2019)

The Regional Framework Plan (RFP) unites all of Metro's adopted land use planning policies and requirements. It consists of regional policies across numerous topics to implement the 2040 Growth Concept and provides overall guidance for more detailed policies for topics related to regional transportation and public transportation systems, urban design and settlement patterns, and parks and open spaces.

The RFP is implemented locally through the other Metro documents summarized below. The Portland TSP update will adhere to all policies identified in the Regional Framework Plan as implemented in those documents.

Metro Urban Growth Management Functional Plan (2019)

The Urban Growth Management Functional Plan (UGMFP) implements the policies in the RFP that address the use of land inside the urban growth boundary. It prescribes how cities and counties of the region accommodate housing and employment of the future and provides basic standards for the protection of natural resources. Cities and counties must change their comprehensive plans and implementing ordinances to align with the regional policies the UGMFP adopts.

The Portland TSP update will fulfill all applicable requirements of the UGMFP. However, while the UGMFP includes a wide variety of requirements for Portland's Comprehensive Plan, only Title 6 (Centers, Corridors, Station Communities, and Main Streets) affects the Portland TSP update. It calls for planning steps to enhance the role of 2040 Growth Concept centers, corridors, main streets, and station communities as principal centers of urban life in the region. These steps include eliminating regulatory barriers to transit-supportive development, planning to achieve non-single occupancy vehicle mode share targets, and implementing transportation demand management strategies. The specific actions required of the Portland TSP update are enumerated in further detail in the Regional Transportation Functional Plan.

Metro Regional Transportation Plan (2023)

The Regional Transportation Plan (RTP) is a blueprint to guide investments in motor vehicle, transit, bicycle, and walking travel options and the movement of goods and freight throughout the greater

Portland region. The plan identifies the region's most urgent transportation needs and priorities with the revenues it expects to have available over the next 22 years to make those investments a reality. It also establishes goals and policies to help meet those needs and guide priority investments. The plan states that more resources will be needed to achieve the plan's vision and address the challenges of a growing, thriving region.

The RTP defines a shared vision for the Portland metropolitan region that everyone has safe, reliable, affordable, and climate-friendly travel options. It supports this vision with goals, objectives, policies and strategies, and performance measures. It presents five overarching goals that outline the emphasis areas of the RTP: Mobility Options, Safe System, Equitable Transportation, Thriving Economy, and Climate Action and Resilience.

The RTP also presents numerous policies to support these goals as well as to support the different modes of the regional transportation network. One of these policies is the updated Regional Mobility Policy, which uses three performance targets to assess the adequacy of mobility on regional networks in the Portland metropolitan area. It applies to both system planning efforts, like the TSP, and comprehensive plan amendments. The three targets and their influence on the Portland TSP update are summarized below.

1) VMT/Capita for home-based trips and VMT/Employee for commute trips

   The Portland TSP update must demonstrate that the planned transportation system will reduce VMT/capita and VMT/employee by 30 percent below 2005 levels by 2045. Then, all subsequent Portland TSP updates must project VMT/capita and VMT/employee levels at least 35% below 2005 levels. However, note that this requirement does not apply if the TSP does not include any projects that increase the vehicular capacity of the transportation system.

2) System Completeness

   The Portland TSP update must define the complete transportation system and include projects that bring the transportation system closer to this goal.

3) Throughway Travel Speed Reliability

   This performance target applies to controlled-access throughways. Because the City of Portland does not have jurisdiction over any of these facilities, this performance target does not apply to the Portland TSP update.

One further component of the RTP is a prioritized list of projects and programs from local, regional, and state planning efforts that will help the region achieve the goals identified in the RTP. Only projects on transportation facilities that are part of the regional transportation system are eligible to be included in the RTP and only projects included in the RTP's constrained (highest-priority) project list are eligible for state or federal funding. The RTP's constrained project list includes 178 projects submitted by the City or Port of Portland, totaling $2.2B of capital spending. The majority of these projects area comprised of roadway, bridge, and active transportation projects. Additional projects within the RTP include transit improvements and high-capacity transit investments including streetcar, which is owned and operated by the City of Portland.

The Portland TSP update will be consistent with the goals, policies, and performance targets in the RTP, including the Regional Mobility Policy and street classifications. It will also include all projects it submitted to the RTP in the TSP project evaluation.

Metro Regional Transportation Functional Plan (2012)

The Regional Transportation Functional Plan (RTFP) is the part of the Regional Transportation Plan (RTP) that is carried out by cities and counties of the region. It establishes criteria and standards for streets, roads, and other transportation facilities and calls upon cities and counties to provide for all modes of transportation: auto, pedestrian, bicycle, and transit. It serves as the primary transportation policy implementation of the 2040 Growth Concept. It also represents approval criteria to determine if the Portland TSP update is consistent with the RTP; if a TSP is consistent with the RTFP, Metro deems it consistent with the RTP and "acknowledges" the Portland TSP update.

Title 1 of the RTFP first directs cities to adopt code that encourages safe, connected, multimodal, efficient transportations. It then describes the components of transit, pedestrian, bicycle, freight, and Transportation System Management & Operations (TSMO) plans that cities must include in their TSPs. Components include inventories of existing facilities, evaluations of outstanding needs, and lists of improvements to each modal system to help the region achieve its non-SOV modal targets.

Title 2 provides more guidance on how cities must identify transportation needs, consider strategies to accommodate those needs, and measure performance of those proposed strategies. It directs cities to first consider TSMO, multimodal, and land use strategies before adding vehicular capacity to the transportation system.

Title 3 gives detail about how cities should identify the location and facility parameters of planned improvements in the RTP. Title 4 directs cities to adopt parking management regulations, largely limiting cities' abilities to impose onerous regulations on developers. The remaining titles describe the technical details of comprehensive plan amendment and compliance.

The RTFP was last updated in 2012. The Portland TSP update will adhere to requirements described in the RTFP and any administrative interpretations prepared by Metro. Administrative interpretations provide guidance on new policies and requirements that are not yet reflected in the RTFP.

Metro Climate Smart Strategy (2019)

The Metro Council adopted the Climate Smart Strategy (CSS) in December 2014 to respond to a state mandate to reduce per capita greenhouse gas emissions from cars and small trucks by 2035. The strategy affirms and reflects the region's shared commitment to provide more transportation choices, keep air clean, build healthy and equitable communities and grow the economy, while at the same time reducing greenhouse gas emissions.

The CSS includes nine key policy recommendations, including making transit convenient, frequent, accessible, and affordable; making biking and walking safe and convenient; making efficient use of vehicle parking and land dedicated to parking; and more. The CSS supports each of the nine policies with immediate and near-term actions that local jurisdictions can take. For example, to make efficient use of vehicle parking, the CSS recommends increasing bicycle parking immediately and providing preferential

parking for electric vehicles in the near-term. In the final section of the Strategy, Metro establishes an array of performance measures to support these recommendations.

The Portland TSP update will consider policy areas and actions from the CSS toolbox for integration into the updated TSP's policies, transportation design standards, programs, and project selection.

Metro 2021 Transportation System Management & Operations (TSMO) Strategy (2022)

The TSMO Strategy is part of the Regional Transportation Plan (RTP) and serves as a road map to guide transportation management investments and implementation in the Portland Metro region. The TSMO Strategy is a holistic, multimodal approach to managing transportation through prioritization of optimization of the existing transportation system. The TSMO Strategy:

- Overviews what TSMO is and who is responsible for TSMO in the region;
- Describes how implementing TSMO effectively can advance equity in the region;
- Lists visions, goals, and objectives for the region's transportation system;
- Identifies performance measures and targets that will be used to measure progress toward the TSMO Strategy's goals and objectives;
- Recommends a list of TSMO actions identified by regional TSMO stakeholders, categorized with one of four activity areas: planning; concepts, capabilities, and infrastructure; listening and accountability; data needs.

Metro partners with the Oregon Department of Transportation (ODOT), counties, and cities in the Portland region to create the TSMO Strategy. Each agency that owns and operates facilities within the system are responsible with the implementation of actions within the TSMO Strategy.

The Portland TSP update will consider actions from the TSMO Strategy for integration into the TSP's policies and programs.

2024-2027 Metropolitan Transportation Improvement Program (2023)

The Metropolitan Transportation Improvement Program (MTIP) documents how all federal transportation funding is spent in the greater Portland region for a four-year period as well as state- and locally-funded projects that may significantly affect the region's transportation system performance. The MTIP serves multiple purposes. The document:

- Lists all federally-funded transportation expenditures;
- Identifies funding sources for transportation projects;
- Provides project implementation details (e.g., in what year the preliminary engineering, right-of-way acquisition and construction phase is expected);
- Demonstrates federal planning and fiscal requirements to expend federal funds have been met; and
- Reports how adopted regional policies influenced the selection of these near-term investments as priorities to move forward.

Metro has the responsibility to prepare the MTIP, but it is done in collaboration with ODOT, TriMet, and SMART (the region's four entities responsible for administering federal transportation funding).

Additionally, cities and other local agencies participate in its development. Once developed, the MTIP is incorporated, without change, into the STIP.

The Portland TSP update will account for projects that are programmed in the MTIP. The Portland TSP update will also propose amendments that may add new TSP projects to the MTIP.

Metro 2025 Regional Freight Strategy

The Metro Regional Freight Strategy is an element of the RTP. It outlines a coordinated regional approach to freight movement in the Portland metropolitan area, updating the previous Regional Freight Plan from 2018. The strategy sets regional freight policy for the region and includes:

- Trends for regional freight and goods movement and the Greater Portland economy;
- The Regional Freight Vision, including a framework, concept, network classifications and map, the regional freight network and intermodal connectors, and regional freight network strategies;
- An overview of regional freight needs by freight mode, as well as the priority issues for freight and goods movement;
- An overview of the importance of manufacturing, warehousing, and distribution to providing jobs and supporting the region's economy;
- A description of innovation and technology in freight;
- Freight funding sources and new state and federal funding resources for freight projects;
- A list of all 2045 RTP Financially Constrained Freight Projects, as well as a description of one completed freight study and one future study that will be completed as the strategy is implemented;
- Context for how the region will measure progress toward national freight performance goals and policies for freight and goods movement that are outlined in the 2023 RTP.

The Portland TSP update will be consistent with the goals and policies in the Regional Freight Strategy as it ensures consistency with the RTP, including network classifications. It will also include all projects it submitted to the RTP that are in the Regional Freight Strategy within the TSP project evaluation.

TriMet (Tri-County Metropolitan Transportation District of Oregon):

TriMet Forward Together (2023)

Forward Together is a comprehensive review of the design of TriMet's bus services. It asks: where should the buses go, and when? What should the structures of lines and schedules be? What goals should the agency be pursuing in its service design? The end result is a "Service Concept" for how TriMet's network could look. It does not make recommendations related to the TriMet MAX light rail system or the Portland Streetcar.

The Service Concept supports the twin goals of Ridership and Equity. It features good service in areas with high ridership potential in places that are dense, walkable, and that provide streets where transit can run efficiently. This includes a heavy emphasis on transit-supportive corridors in Portland, including on Burnside Street, 82nd Avenue, Hawthorne Boulevard, and more. A Service Concept that improves

ridership leads directly to reducing car trips and congestion, reducing pollution, reducing greenhouse gas emissions, and supporting dense and walkable redevelopment.

Additionally, it pursues the goal that marginalized groups have equal or better access to opportunity than the general public. Even where ridership potential is not that high, the Service Concept devotes service to providing access to all concentrations of low-income people and the destinations they need to reach. This again includes areas of Portland with high concentrations of marginalized people, including Woodstock Boulevard and 60th Avenue.

The Forward Together plan does not assume new revenue sources. So, to add service in pursuit of its ridership and equity goals, it removes service from low-density, high-income areas. Parts of Southwest and Northeast Portland see service reductions in the plan under this rubric.

The Portland TSP update will take planned transit improvements into account when developing and prioritizing the projects, policies, and functional classifications for the planned transportation system.

Multnomah County:

Multnomah County Transportation System Plan (2016)

The Multnomah County Transportation System Plan (TSP) is the master plan for how the County's rural transportation system will evolve and develop for the next 20 years. Its primary focus is on enhancing the safety of the transportation system and balancing the needs of agricultural, visitor, residential, bicycle, pedestrian, and freight travel to and from the rural areas.

There are no Multnomah County facilities in Portland, however, some Multnomah County facilities abut the city border. Further, Multnomah County owns five bridges in Portland, all spanning the Willamette River. The County's Capital Improvement Plan, summarized below, identifies the needs for these bridges. The Portland TSP update will consider adjacent County facilities and bridges as it plans its transportation system.

Multnomah County Roadway Capital Improvement Plan and Program (2016)

The Multnomah County Roadway Capital Improvement Plan and Program (RCIPP) identifies transportation needs in the County and transportation projects to address those needs. The RCIPP is made up of a Capital Improvement Plan, which lists transportation project needs for the next 20 years, and a Capital Improvement Program, which identifies an implementation strategy for the Capital Improvement Plan by assigning funding to projects for construction.

The RCIPP also includes bridge rehabilitation and replacement projects for the five Multnomah County-managed bridges in Portland. This includes replacement of the Burnside Bridge (construction time targeted by 2024) and rehabilitation and improvements to the three other bridges (Broadway, Hawthorne, and Morrison).

The Portland TSP update will consider adjacent County facilities and bridges as it plans its transportation system, especially noting the forthcoming Burnside Bridge replacement project.

Multnomah County Climate Justice Plan (est. 2025)

The Climate Justice Plan presents solutions that address the needs of people experiencing the worst harm from the climate crisis, and provide benefits for all. Using a justice-centered approach, the Climate Justice Plan works to address the climate crisis in Multnomah County and prioritizes the needs of underserved communities to ensure environmental justice. Utilizing a list of goals and potential strategies to achieve those goals, the Climate Justice Plan considers County policy, new funds/programs, advocacy at various levels of government, new approaches/strategies beyond current structures, mutual aid, and governance/third space approaches. The Climate Justice Plan replaces the 2015 Multnomah County/City of Portland Climate Action Plan.

The Climate Justice Plan does include a list of transportation-related strategies, but those under the purview of the City of Portland are already in place or are focused on the design or redesign of stormwater infrastructure. However, the 2045 TSP update will consider the integration of the vision and goals of the Climate Justice Plan in its update of vision, goals, and policies.

Local Plans and Policies

The following section summarizes the local plans and policies that are relevant to the City of Portland TSP update. It divides these plans into three categories: citywide planning documents, area plans, and modal and topic plans. It includes plans that have been adopted since Portland's last TSP update in late 2019.

Citywide Planning Documents:

Citywide planning documents are plans that address all modes and all parts of the city. They consist primarily of high-level guiding documents that set city policy and shape Portland's land use and transportation future. Many of our most important plans live here.

This section begins by summarizing the Comprehensive Plan, which governs land and infrastructure development in Portland, and the existing Transportation System Plan, which makes up the transportation component of the Comprehensive Plan. It further describes the Zoning Code, which primarily governs land uses and development approval requirements, the Capital Improvement Plan, which programs Portland's transportation investments, and two PBOT-specific guidance documents: the Strategic Plan and StreetsPDX.

The Portland TSP update must be consistent with the goals and policies of the Comprehensive Plan. Other plans included here help inform the TSP's policy and technical background.

Portland 2035 Comprehensive Plan (2020)

The Portland 2035 Comprehensive Plan guides how and where land is developed and infrastructure projects are built to prepare for and respond to population and job growth. The Oregon Statewide Planning Goals (summarized above) require every local government to have and follow a comprehensive land use plan and implementing regulations. Portland's Comprehensive Plan addresses future

development and includes expectations for how and when community members will be involved in land use decisions. It helps coordinate policies and actions across City bureaus as well as with regional and state agencies.

The Comprehensive Plan establishes a vision that Portland is a prosperous, healthy, equitable, and resilient city where everyone has access to opportunity and is engaged in shaping decisions that affect their lives. The plan anticipates that Portland's population will grow, and to accommodate that growth, it commits to Portland growing up, not out. To do so, it proposes clustering growth along centers and corridors and making access by transit, walking, wheelchair, and bicycle more practical and desirable. It supports its vision with a suite of goals and policies on land use, transportation, and other related topics. These goals and policies make up the bulk of the plan.

The goals and policies of the Comprehensive Plan are implemented through regulations, land use decisions, agreements, and community development programs. These include the Zoning Code and Zoning Map, urban renewal areas, development agreements, etc. Topic- and area-specific plans, summarized further below, supplement the Comprehensive Plan by providing more detailed information about individual topics or smaller parts of the city.

A variety of documents support the Comprehensive Plan. Two of the most pertinent to the Portland TSP update are the Economic Opportunities Analysis (EOA) and the Housing Needs Analysis (HNA). The EOA is an analysis of the 20-year supply and demand for employment development and land in the city. The HNA, meanwhile, is an analysis of the 20-year supply and demand for residential development and land in the city. Both documents show that Portland must use its land more efficiently if it is to serve the growing number of people who wish to live and work here.

The goals and policies, street classifications, and street plans in the Portland TSP update will be incorporated into the next Comprehensive Plan update as Chapter 9: Transportation. The balance of the TSP will be a supporting document. At the same time, the entirety of the Portland TSP update must be consistent with the goals and policies in the other chapters of the Comprehensive Plan.

Portland 2035 Transportation System Plan (2020)

Portland's 2035 Transportation System Plan (TSP) is a roadmap for the next 20 years of transportation policy and investment, helping us face the challenges of a growing city. It outlines how we balance safety, equity, and the demands of our economy. It enshrines the values of complete neighborhoods with more options for getting around. And it tells the story of how all our planning efforts lead us to a less congested, more livable tomorrow.

The 2035 TSP includes:

- Goals and policies that guide the maintenance, development, and implementation of Portland's transportation system.
- Objectives that further the implementation of the goals and policies
- A list of projects and City-wide programs along with a financial plan that would accommodate 20 years of population and employment growth.
- Master Street Plans and modal plans.
- Strategies and regulations for implementation, including street classifications.

The 2035 TSP includes over 100 goals and policies that deal with topics from the movement of goods to the accessibility of the bicycle system to parking management. Two of the most important policies are policies 9.6 and 9.49. Policy 9.6 directs the City to prioritize walking, then bicycling, then transit, then motor vehicles when planning the transportation system. Policy 9.49 establishes performance measures, including to increase the share of daily non-drive alone trips to 70 percent citywide and 85% in the Central City.

The 2035 TSP also creates street design and street policy classifications. Street design classifications assign each street a "type" based on a combination of the transportation function and the adjacent land use context. These types range from civic main streets to regional corridors to urban throughways. Next, it presents street policy classifications that describe how streets should function for each mode of travel. Each street can have up to six policy classifications (one for each of pedestrian, bicycle, transit, freight, traffic, and emergency response travel). For example, the TSP may assign a street a "Neighborhood Corridor" street design classification, a "City Bikeway" bicycle policy classification, a "Major City Walkway" pedestrian policy classification, and no policy classification for the other four travel modes. Together with Policy 9.6, described above, the street design and policy classifications help Portland prioritize which modes to serve with which infrastructure in the limited right-of-way.

Lastly, the 2035 TSP includes a prioritized list of projects and programs. The highest-priority group of projects are included as near-term fiscally constrained projects and the second highest-priority group of projects are included as long-term fiscally constrained projects. These projects are expected to be funded and implemented within the lifespan of the TSP. Lower priority projects that are not expected to be funded are included as strategic projects.

The Portland TSP update will produce a similar final product as the 2035 TSP. It will include goals and policies that steer the city's transportation system towards a safe, multimodal, climate-friendly future. It will include street classifications that prioritize the needs of different parts of the system. And lastly, it will include projects and programs that, over the TSP's lifespan, will move Portland's transportation system from its current state to the transportation system the plan envisions.

Portland Zoning Code (Title 33) (2023)

Title 33 of the Portland City Code implements the land use plan established in the Comprehensive Plan. The Portland Zoning Code is most easily viewed via the City's interactive zoning map, hosted online. The map holds high-level summaries of base zones, overlay zones, plan districts, historic and conservation districts, and natural resource management plans in the City of Portland. The official zoning code is an approximately 2,000-page document that describes this information in text along with additional development regulations governing land divisions, planned developments, off-site impact mitigation, and land use reviews.

Section 266 of the Portland Zoning Code deals with parking, loading, and transportation and parking demand management. It presents development requirements related to carpool spaces, electric vehicle charging, bicycle parking, and maximum allowable provision of vehicle parking. It does not include any requirements for a minimum amount of parking required for development. Lastly, it requires transportation and parking demand management plans for certain multifamily development.

Portland Capital Improvement Plan (2023)

Portland's Capital Improvement Plan (CIP) is its four-year plan for matching large-scale infrastructure improvements to anticipated revenues. Revenue sources include federal grants, general transportation revenues, system development charges, etc. In total, the CIP includes 131 projects with a total anticipated cost of over 677 million dollars. The Portland TSP update will take projects currently in the CIP into consideration as it analyzes existing and future transportation conditions.

PBOT Strategic Plan (2023)

The PBOT Strategic Plan lays out the steps to harness the changes in our transportation to deliver well-maintained streets, help ease congestion, and keep safety front and center in all that we do. The plan aligns the activities of PBOT's work groups to advance three primary goals:

- Safety: Make Portland streets safe for everyone.
- Moving People and Goods: Provide transportation options for a growing city.
- Asset Management: Deliver smart investments to maintain our transportation system.

In addition to these goals, the plan wants to make sure PBOT's efforts contribute to a Portland that is more equitable and that has a smaller carbon footprint. So, PBOT will ask itself two additional questions as it pursues each goal:

- Will it advance equity and address structural racism?
- Will it reduce carbon emissions?

The plan defines outcomes and key performance measures for each of the three primary goals. For example, for the "Moving People and Goods" goal, the plan pursues the outcome of "People have increasing access to multimodal travel options and key destinations" and pairs this outcome with key performance measures like "Sidewalk presence on busy streets".

The plan was adopted in 2019. In 2023, PBOT adopted an update with ongoing budget uncertainties in mind. This refresh added information about PBOT's commitment to advance equity and address structural racism, defined performance outcomes and measures more clearly, and revised lists of objectives and initiatives for each goal, reflecting current priorities and resource realities.

The Portland TSP update will consider the vision, goals, objectives, and key performance measures outlined in the plan for incorporation into its own vision, goals, objectives, performance measures, and policies.

PBOT StreetsPDX Framework (2023)

StreetsPDX is a design framework intended to support policy implementation and decision-making in the right-of-way consistent with the City's 2035 Comprehensive Plan. It brings together the various policies and corresponding design standards that influence space in the right-of-way as part of private development and with city led capital projects. Because individual sites and projects in constrained

urban environments can vary in their challenges and opportunities, the framework also identifies the deviation processes that provide flexibility when it is not possible to meet all applicable standards.

The website has three main functions. First, it describes and maps the "Street Types" of each of Portland's streets. Next, it allows development applicants to visualize the different standards that may apply to their development project, with links to available deviation processes. Lastly, it provides PBOT with an organized and rational process for considering a roadway's context and the trade-offs between different right-of-way uses when determining the appropriate cross-section for a street redesign.

The Portland TSP update will consider the StreetsPDX framework for city project redesign as it updates its vision, goals, objectives, performance measures, and policies.

Climate Emergency Workplan (2022)

The Climate Emergency Workplan describes a list of priority actions for City bureaus to take between 2022 and 2025 to restore a safe climate for all Portlanders. This workplan resulted from work directed by Portland City Council when they declared a climate emergency in 2020. It is composed of a list of intersecting strategies and actions to reduce carbon emissions, sequester carbon, and build resilience to the impacts of climate change in Portland, particularly for our most vulnerable residents. The plan builds upon the 2015 Climate Action Plan.

For transportation, the workplan lists a set of actions toward decarbonization, including the decoupling of transportation funding, as well as various policy and investment actions. It also includes resilience strategies for PBOT, including prioritization of green infrastructure.

The Portland TSP update will consider the directives within the Climate Emergency Workplan as it updates its vision, goals, objectives, performance measures, and policies.

Area plans:

Area plans focus on smaller, specific areas within Portland. In Motion plans, such as Northwest in Motion and Southwest in Motion, plan quick-build projects for multimodal improvements in smaller areas. Master Street Plans, such as the River District Master Street Plan, direct the development of streets and pedestrian connections as development occurs in an area. Two other plans, the West Portland Town Center Plan and the East Portland Arterial Streets Strategy, plan long-term transportation safety and access solutions for neighborhoods. Lastly, the Columbia Lombard Mobility Corridor Plan and the Building Healthy Connected Communities Along the Division Transit Corridor Report plan multimodal safety improvements along high-crash corridors.

These plans typically recommend new capital projects for inclusion in the Transportation System Plan. They also frequently recommend street classification changes. The Portland TSP update will consider incorporating both changes as well as using the goals, objectives, and policies contained within these plans to inform its own goals, objectives, and policies.

North Portland in Motion (2024)

North Portland in Motion identifies transportation needs and near-term investments to improve access to community destinations and to support walking, biking, and transit use in the North Portland peninsula. The plan achieves the following outcomes:

- Deep engagement with North Portlanders to understand and document their transportation needs and barriers to meeting daily mobility needs.
- An identified and prioritized list of near-term projects and programs to improve conditions for walking, rolling, biking, and transit.
- Built relationships with community-based organizations to represent the diverse neighborhoods and communities within North Portland and lay the groundwork for improved relationships between said communities and City government.

North Portland in Motion recommends two types of projects: Neighborhood Greenways (low-stress neighborhood streets that connect people to community destinations) and Corridor Improvements (investments to reduce speeding and improve safety and comfort of people traveling along busier streets in the area). Additionally, the plan includes a series of program recommendations including placemaking, parking management, and a general recommendation to revise and update the TSP bicycle classifications as part of the 2045 TSP update.

The 2045 TSP update will consider incorporating North Portland in Motion projects, as well as the potential to update street classifications as recommended.

Northwest in Motion (2020)

Northwest in Motion (NWIM) is a five-year implementation strategy that has identified, prioritized, and developed a set of feasible projects in Northwest Portland. These projects aim to make walking, biking, and riding public transit safer and more comfortable options for traveling to, from, and within the district. The major outcomes of the project are:

- A prioritized and funded list of walking, bicycling, and transit projects and programs to guide investment of parking revenue and other funding to be built in the next five years.
- A bold and achievable strategy for upgrading and expanding the neighborhood greenway network in Northwest Portland, meeting or exceeding established neighborhood greenway guidelines.
- A strategy to reduce single-occupant vehicle use within the district by shifting trips to walking, biking, and transit.

NWIM recommends two types of projects: Neighborhood Greenways (low-stress neighborhood streets) and Corridor Improvements (safer crossings, bikeway, and transit on Northwest's busiest streets). Ten Tier 1 projects make up the highest priority for funding and implementation in the five years following the plan.

In addition to projects, NWIM includes a series of program and policy-based recommendations. The program recommendations apply broadly through the district and include improving street lighting, investing in better transit stops, and improving ADA access.

Lastly, the plan includes recommended street classification updates, including bicycle, transit, and traffic classification updates. Notable recommended updates include changing the NW Everett Street and NW Glisan Street couplet from local service traffic streets to neighborhood collectors.

The Portland TSP update will consider incorporating NWIM projects by Tier and project type. For example, NWIM Tier 1 Neighborhood Greenways could be incorporated as a TSP project, as could NWIM Tier 2 Corridor Improvements. The Portland TSP update will also consider incorporating street classification updates. The NWIM Appendix: Recommended Transportation System Plan Updates contains a list of all recommended updates.

Southwest in Motion (2019)

South in Motion (SWIM) is a short-term refinement, prioritization, and implementation action plan for walking and biking access and safety projects in Southwest Portland. The plan identifies a realistic active transportation network to provide basic walking and bicycling connectivity where they are needed most.

SWIM presents a two-step plan for rapidly building a foundational network for people walking and biking in Southwest.

- Top tier projects are centered on strengthening existing walking and biking routes and closing gaps to create a connected active transportation network.
- Second tier projects expand the foundational network, make new connections to high-capacity transit investments, and continue to expand the set of treatments and designs PBOT can use to provide options for people walking and biking.

Regardless of tier, projects are classified as Bicycle/Pedestrian Construction (BP), Restriping (RP), Safer Shoulder Pilot (SS), or Crossing (C) projects. In addition to the project list, the plan notes other road enhancement opportunities, such as collector traffic calming and gravel street service, to improve connectivity and safety of the transportation system.

The Portland TSP update will consider amendments to the TSP project list (both project additions and revisions) as recommended in SWIM. The SWIM Appendix C: Amendments to the Transportation System Plan includes a full list of proposed amendments. SWIM does not recommend any policy or street classification changes to the TSP.

Montgomery Park Area Plan (2024)

The Montgomery Park Area Plan recommends land use and transportation changes to establish a new transit-oriented, mixed-use district in Northwest Portland west of Highway 30 between NW Nicolai and NW Vaughn streets. The plan aims to transition the Montgomery Park area from a somewhat underutilized industrial and employment focused district into a mixed-use housing and employment district that will support housing development and new jobs. The plan centers around a planned extension of Portland Streetcar to the area.

The general destination and transit corridor investment for the Portland Streetcar Montgomery Park Extension was initially identified in the Portland Streetcar System Concept Plan (2009), which was a concept-level study intended to be used for the identification and selection of potential corridors for

additional planning and feasibility studies prior to the advancement of specific projects, contingent upon funding. The Montgomery Park Extension was identified in the Portland Streetcar Strategic Plan 2015-2020 and included in the 2018 TSP and 2019 RTP financially-constrained project lists.

Specifically, the Montgomery Park Area Plan recommends Comprehensive Map, Zoning Map, and Zoning Code updates, as well as the expansion of the Northwest Town Center to the area. It also includes a new Plan District. The plan also recommends updates to street classifications in the area, as well as the adoption of a Master Street Plan for the area as part of the 2045 TSP update. Finally, the plan recommends a suite of transportation project investments to help improve multimodal connectivity in, to, and through the area.

The TSP update will consider incorporating the recommended classification updates, potential integration of recommended projects into the TSP project list, as well as the finalization of a Master Street Plan for the area.

Lower SE Rising Area Plan (2024)

The Lower Southeast Rising Area Plan addresses land use and transportation challenges in the Brentwood-Darlington neighborhood and nearby areas, including parts of Woodstock, Mt. Scott-Arleta, and Lents neighborhoods. The plan includes zoning changes to expand opportunities for neighborhood businesses and housing and recommends transportation improvements to make it easier for people to meet their daily needs locally and help address housing affordability. The plan includes recommended TSP street classification updates.

The 2045 TSP update will consider incorporating the recommended classification updates.

River District Master Street Plan (2020)

The River District Master Street Plan governs the development of street and pedestrian connections within the River District boundary, including the majority of the Pearl District and Old Town neighborhoods. In 2020, PBOT updated the plan to support development of streets and pedestrian connections as a part of the USPS Masterplan proposal. This update includes a new street connection and removes a frontage road and pedestrian connection to provide room for an extension of the North Park Blocks.

The Portland TSP update will include the revised River District Master Street Plan.

West Portland Town Center Plan (2023)

The West Portland Town Center Plan lays out a vision for a healthy, connected, and multi-cultural town center in West Portland and includes an action plan to meet the diverse needs of current and future residents and businesses. It presents a vision, goals, policies, and actions to create a great place with equitable access and strong people and communities.

Specifically, the plan presents zoning codes amendments and a design overlay for the West Portland Town Center and provides goals and policies that will become part of Portland's comprehensive plan. However, all goals and policies will be incorporated in comprehensive plan sections other than

transportation. The plan also proposes TSP project list changes and street classification changes. However, it does not provide cost estimates for these projects, so PBOT staff will need to estimate each project's cost for it to be eligible for inclusion in the TSP.

The Portland TSP update will consider incorporating all proposed project list and street classification changes. Section 4: Implementation contains a full list of proposed changes.

East Portland Arterial Streets Strategy (2021)

The East Portland Arterial Streets Strategy (EPASS) takes a detailed look at the safety problems facing each major street in East Portland, develops solutions based on the best practices in transportation safety (or passes along solutions already vetted), uses traffic modeling to make sure the street network is not unduly impacted with congestion or neighborhood cut-through traffic, and presents a concise list of the proposed projects that will transform East Portland arterials for the better.

Many capital projects that incorporated the safety and traffic analysis findings of EPASS are now in design engineering or under construction. EPASS does not recommend any changes to the TSP project list or street classifications, but the Portland TSP update will still consider EPASS findings throughout its existing and future conditions analysis and project prioritization processes.

Columbia Lombard Mobility Corridor Plan (2021)

The Columbia Lombard Mobility Corridor Plan is a collection of recommendations and implementation strategies for these parallel corridors in North Portland. They aim to make it safer to use and cross the corridors and increase safe and comfortable access to employment, services, and recreational opportunities while maintaining travel time predictability. In general, the plan recommends the following:

- Better delineate Columbia Boulevard as a freight corridor, improving travel time reliability while improving access and safety.
- Improve the safety of NE Lombard Street by better managing speeds, improving walking/biking facilities, and adding crossings without significantly impacting traffic operations.
- Improve north-south connectivity, specifically for those walking and biking, to access jobs and recreation opportunities.

The plan recommends a set of updates to the TSP street classifications and project list. They include:

- Pedestrian and bicycle classification updates to better reflect priority walking and biking routes and identified projects developed through this plan, including new connections within neighborhoods and across major barriers.
- Transit classification updates to reflect planned TriMet bus service expansion along Columbia Boulevard and in the Kenton area.
- Traffic, Freight, and Emergency Response classification updates to correct a number of errors and to reflect planned changes as a result of recommended projects, for example changes in circulation around NE 11th Avenue and NE Lombard Place.

- Street Design classification updates are recommended to better reflect the character of certain streets, taking into account planned changes.
- The TSP Major Projects list to reflect the Columbia Lombard Corridor Plan project list by adding new projects and modifying existing ones, as well as removing projects that have been completed or are no longer needed.

The Portland TSP update will consider incorporating all proposed project list and street classification changes. Appendix E: Transportation System Plan Project List Changes contains a full list of proposed changes.

Building Healthy Connected Communities Along the Division Transit Corridor Report (2019)

The Building Healthy Connected Communities Along the Division Transit Corridor Report (Division Corridor Report) identifies and illustrates opportunities and actions to intentionally grow more complete communities along the Division Transit corridor and throughout East Portland. The report focuses on three areas along the Division Transit Project alignment – the Jade District, Midway, and 162nd Avenue. Key recommendations from the report include:

1. Street Spacing Standards. Provide the option for a new connection to be built in phases across multiple properties to increase feasibility on more sites.

2. Small Area and Site Planning. Zoning Code and Area Planning Tools can be adjusted to make development of opportunity sites more feasible, and to achieve policy objectives.

3. Technical Assistance. The City should create a program or practice of ongoing conversations with property owners and businesses not only in the Division Transit corridor, but all East Portland (including 82nd Ave).

4. Street Plans. Continue development and implementation of adopted street plans.

5. New Policy, Programs, and Tools. A finer grained pedestrian and bike (multimodal) system is needed in East Portland. The City and its partners need to continue exploring additional funding mechanisms for sidewalks and other pedestrian and bike priority infrastructure. The current model (constructing sidewalks and obtaining new connections as a property develops or redevelops) cannot create a system fast enough to address both critical public safety and public health needs.

6. Add several transportation projects in East Portland Centers to the Transportation System Plan (TSP) and Transportation System Development Charges (TSDC) project lists to improve safety, access and connectivity.

Per the last item above, the Portland TSP update will consider incorporating projects from the Division Corridor Report.

Building a Better 82nd Avenue Plan (2024)

The Building a Better 82nd Avenue Plan brings together a suite of projects, policies, and programs designed to enhance safety and maintenance along 82nd Avenue, after jurisdictional transfer from ODOT to PBOT of the corridor in 2022. In addition to a list of capital investments to address needs for the entire corridor from NE Lombard Street to SE Clatsop Street, the plan recommends a list of strategies to improve community-supported outcomes along the corridor. One strategy is the recommended update of pedestrian street classifications as part of this TSP update.

The TSP update will consider incorporating projects and updating pedestrian street classifications from the Building a Better 82nd Avenue Plan.

Modal and Topic Plans:

Modal and topic plans are citywide plans that address one aspect of the multimodal transportation system or one transportation-related topic. Modal plans in this section deal with the pedestrian and transit systems. Topic plans deal with freight, accessibility, transportation demand management, intelligent transportation systems, traffic safety, and pricing. The final two plans included in this section deal with developing street and pedestrian connections with new development and seismic resilience of city bridges. Most of these plans do not recommend any new projects or classification changes to the Transportation System Plan. One exception is the 2040 Portland Freight Plan, which recommends both. For all projects, the Portland TSP update will consider the goals, objectives, and policies contained within these plans to inform its own goals, objectives, and policies.

Pedestrian Design Guide (2022)

The Pedestrian Design Guide (the Guide) integrates the wide range of design criteria and practices into a coherent set of standards and guidelines that, over time, will promote a walkable city while acknowledging the flexibility that will have to take place due to constraints. It establishes design criteria, including requirements for minimum sidewalk widths, street tree space requirements, street corners, and crossings, among others.

The Guide is an update of the City's original 1988 Pedestrian Design Guide. It's adopted by Administrative Rule and every project designed and built in Portland must conform to these requirements. This includes both private frontage improvements and city-led capital projects.

The Guide relies heavily on the Transportation System Plan's Street Design Classifications. It does not recommend any amendments to the Portland TSP.

Rose Lane Project Report (2020)

The Rose Lane Project is a city-wide initiative exploring how to get buses and streetcars out of traffic, helping more Portlanders get where they need to go. It envisions a network of transit lines that will become faster, more frequent, and full. To help achieve this vision, this report includes the following recommendations:

- A network of primary Rose Lane transit lines that will experience improved reliability, speed, and frequency over time as transit priority treatments are applied where transit is most delayed.
- A pilot approach for testing transit priority projects.
- An implementation strategy for delivering a series of Rose Lane pilot projects with transit priority in 2020 and 2021. While some of these projects have been implemented, many have yet to be deployed as of 2024.
- A bundle of project development corridors and spots to further investigate in 2020 to assess the feasibility of testing them as pilot projects.
- A commitment to partner with TriMet to leverage service improvements and other rider benefits.
- An activation strategy to encourage people to make greater use of transit.

While the report does not recommend any changes to the Transportation System Plan, the Portland TSP update will note proposed transit improvements in its analysis of existing and future transit conditions.

2040 Portland Freight Plan (2023)

The 2040 Portland Freight Plan (2040Freight) charts a course for the maintenance, improvement, and further development of a multimodal urban freight system in Portland. The research and analysis within it provide an understanding of the novel challenges and opportunities facing urban freight. The actions and projects it proposes reflect a more equitable and climate conscious approach to urban freight. And the tools and frameworks it develops help guide decision making as the freight network evolves over the next two decades and new issues arise.

The plan centers on the actions, transportation strategy, and infrastructure projects that the city, partner agencies, and institutions will pursue to meet their goals in a shared vision for the future of freight. The plan establishes a unifying vision of Portland as a vibrant city and thriving economy that connects people, goods, and services. To support that vision, it includes eight goals and implementing strategies with over 50 prioritized actions. It further introduces a policy framework that helps guide the City's approach to planning for movement of goods and services while addressing environmental, safety, equity, and efficiency goals.

2040Freight includes 55 prioritized freight projects in PBOT's jurisdiction to improve the safety, efficiency, reliability, equity, and environmental impact of Portland's freight transportation system. Lastly, it includes updates to freight district and street classification changes to better reflect current and desired uses in five specific locations.

The Portland TSP update will consider incorporating projects, street classification changes, and policy changes based upon the recommendations and contents of 2040Freight.

ADA Title II Public Right-of-Way Transition Plan (2021)

The Americans with Disabilities Act (ADA) Title II Public Right-of-Way (ROW) Transition Plan (Transition Plan) is an update to the 1996 plan and fulfills the requirements set forth in Title II of the ADA. It provides a framework for the continuous improvement of the public ROW and related PBOT programs

for people with disabilities. It identifies barriers, presents methods to remove those barriers, and prioritizes and schedules projects and programs that will do so.

Some of the most important barriers the Transition Plan identifies are curb ramps, pedestrian signals, sidewalks, and parking. The Portland TSP update will analyze the conditions of these barriers and include information from the Transition Plan as needed to supplement its analysis.

The Way to Go Plan: Moving People in Portland (2021)

The Way to Go Plan is a data-informed transportation demand management (TDM) strategy to ensure the city is focused on advancing the policies, projects, and programs that deliver the most effective and equitable outcomes. TDM describes policies, programs, and projects that shift drive-alone automobile trips to walking, biking, rolling, and taking transit. The Plan establishes PBOT's TDM vision and guiding principles and sets forth Strategic Priority Areas to guide future investment and work areas.

The Plan's vision is to improve mobility for everyone while decreasing the number of drive-alone trips and reducing vehicle miles traveled. Its eight Strategic Priority Areas are pricing, personal security, employer commute programs, financial incentives, right-of-way management, infrastructure activation, direct modal services, land use + development, and information + encouragement.

The Plan places special focus on the two guiding principles of the PBOT Strategic Plan. First, it focuses on addressing structural barriers for BIPOC, People with Low Incomes, and People with Disabilities. Next, it also focuses on reducing greenhouse gas emissions by shifting drive-alone trips to more environmentally friendly modes.

The Plan does not recommend projects, policies, or street classification changes to be incorporated into the TSP. However, the Portland TSP update will incorporate the high-level goals of the Plan as it seeks to provide mobility for everyone.

PBOT Intelligent Transportation Systems Plan (2020)

The PBOT Intelligent Transportation Systems Plan (ITS Plan) shares how ITS technologies will make the transportation system work better for everyone. ITS are technologies that empower PBOT to manage its streets more efficiently for the traveling public. It includes data collection systems, active traffic management systems, and traffic incident management systems.

In alignment with the PBOT Strategic Plan, the ITS Plan focuses on how ITS can improve safety, the movement of people and goods, and asset management. It identifies and prioritizes projects that help PBOT meet these objectives and presents cost estimates and project timelines to help PBOT and its partners pursue future funding opportunities to implement them.

The Portland TSP update will consider incorporating the projects from the ITS Plan.

PBOT Vision Zero Action Plan Update 2023-25 (2023)

In 2016, PBOT committed to the vision that no person should die or be incapacitated from simply going about their day. It adopted the Vision Zero Action Plan to do so in 2016, reaffirmed this vision with the Vision Zero Two-Year Update in 2019, and did so again with the Vision Zero Action Plan Update 2023-25 in 2023. This Action Plan sets the course for PBOT's work through 2025. It acknowledges that since PBOT's commitment to Vision Zero in 2016, traffic deaths and serious injuries have dramatically increased. However, it recommends largely pursuing the same strategy to achieve its goal.

The Action Plan is guided by the principles of equity, data, and accountability. It presents a path to zero traffic deaths or serious injuries through redesigned streets with safer speeds, freedom to get around without driving, meeting basic needs, and encouraging people-friendly vehicles. PBOT's responsibility is primarily the first two of these items. The plan lays out action items and performance measures for PBOT to pursue and track to help meet these goals.

The Action Plan does not recommend projects, policies, or street classification changes to be incorporated into the TSP. However, the Portland TSP update will incorporate the high-level goals of the Action Plan as it seeks to eliminate traffic deaths and serious injuries.

Pricing Options for Equitable Mobility (2021)

The Pricing Options for Equitable Mobility (POEM) report lays out how Portland can use new pricing strategies to improve mobility, address the climate crisis, and move toward a more equitable transportation system. While pricing strategies are sometimes designed to raise revenue or cover programmatic costs, POEM focused on the role of pricing as a tool to manage travel demand and to better capture the true costs and impacts of a trip.

POEM explores five different pricing strategies: parking pricing, prices on commercial services, highway tolling, cordon pricing, and road usage charges. It considers each strategy's equitable mobility considerations, most promising opportunities, and important policy questions. POEM uses case studies, qualitative discussion, and technical modeling to analyze each of these strategies. Ultimately, the report puts forward dynamic, demand-based parking pricing and road usage charges as the most promising pricing strategies.

POEM recommends near-term strategies for Portland, such as flexible commuter benefits programs and priced on-street parking districts, as well as long-term strategies, such as dynamic demand-based parking pricing and a locally controlled Road Usage Charge. It implores PBOT and BPS staff to utilize the report's recommendations to implement pricing strategies that lead to equitable mobility.

The Portland TSP update will qualitatively consider the impact of potential future pricing strategies in its analysis of existing and future roadway conditions.

Connected Centers Street Plan (2019)

The Connected Centers Street Plan is a strategy to realize new street and pathway connections as sites develop on blocks that do not meet existing connectivity requirements. Several parts of Portland do not meet the City's street spacing standards due to established development and street grid patterns. Most

notably, Eastern neighborhoods were built with large blocks, deep lots, and many lack basic infrastructure such as sidewalks. This plan seeks to increase the feasibility of building new street connections in these areas as infill development occurs.

To do so, the Plan outlines new approaches to creating much needed street connections in outer Portland neighborhoods. It includes a process for determining right of way widths, a variety of street type options for development, a method for phasing construction of a new street connection as development occurs, and other considerations that may arise as these recommendations are implemented. The plan also stresses the importance of providing safe pedestrian and bicycle routes to Centers by addressing gaps in the active transportation network in and around those Centers.

Finally, the Plan proposes implementation actions to put the strategies into action, including development incentives for providing new connections and using new funding sources to build those connections. While the Plan does not include a formal project list, it does recommend one new TSP project, as transcribed below.

Between SE 85th Ave and I-205, Clinton St is designated as a Major City Bikeway. In this area, much of Clinton St is unimproved right-of-way, and the street comes to a dead end between 92nd and the I-205 pathway. A new TSP project is recommended to be created, which would complete the bikeway on Clinton St, and create a new bikeway/walkway to connect Clinton St to the I-205 pathway and the SE Division St MAX Green Line station.

The Portland TSP update will consider incorporating this recommended project into its project list.

Seismic Retrofit Program Report (2023)

The Seismic Retrofit Program identified bridge seismic vulnerabilities and conceptual seismic retrofits, established planning level bridge seismic retrofit project cost estimates, and prioritized and bundled bridge seismic retrofit projects for future programming based on a variety of factors, including equity.

In total, the program analyzed 137 bridges. It found that PBOT must replace or retrofit all but four of those bridges, with a total estimated cost of 754 million dollars.

The Portland TSP update will consider necessary bridge replacement or retrofitting projects when analyzing existing and future conditions.

DRAFT