

SECTION 7

Conformance with Land Use, Transportation, and Other Planning Regulations

This section documents project conformance with state, regional, and local regulatory requirements.

Regulatory Framework for Land Use and Transportation Planning

Oregon law requires local comprehensive plans as well as state, regional, and local transportation plans to comply with Oregon's statewide planning goals. Statewide Planning Goal 12 (Transportation) is relevant to the objectives of the proposed project. The intent of this goal is to provide and encourage a safe, convenient, and economic transportation system.

The following is a description of the hierarchy of law and legally binding planning documentation at the state, regional, and local levels of government as they pertain to this proposed project. The unit(s) of government with oversight or implementation responsibility is referenced after the title of the law or plan.

State

Transportation Planning Rule

This rule implements Statewide Planning Goal 12 (Transportation), which is to provide and encourage the development of a safe, convenient, and economic transportation system. The rule requires the preparation and coordination of Transportation System Plans by the state, the Metropolitan Planning Organization (MPO) in the area,³ and local governments.

The state of Oregon complied with the Transportation Planning Rule (TPR) by adopting the *Oregon Transportation Plan* (OTP) (ODOT, 1992) and modal plans such as the *Oregon Highway Plan* (OHP) (ODOT, 1999). Compliance with the TPR by Metro was met by the adoption of the *2000 Regional Transportation Plan* (RTP) (Metro, 2000). Metro's plan is also required to comply with the state's transportation plan. The City of Portland complied with the TPR by adopting its Transportation System Plan. All plans have been acknowledged by the Department of Land Conservation and Development (DLCD) as consistent with one another as required by the TPR.

Oregon Transportation Plan. Adopted in 1992, the OTP guides the development of a safe, convenient, and efficient transportation system. The plan establishes four goals for the state's transportation system. The goals are designed to enhance Oregon's quality of life and economic advantage by providing an efficient and safe transportation system. The goals include: (1) Characteristics of the System, (2) Livability, (3) Economic Development, and (4) Implementation.

³ The MPO is designated by the Governor to coordinate transportation planning in an urbanized area. The MPO for the project area and for the Portland metropolitan area is Metro.

Oregon Highway Plan. Adopted in 1999, the OHP defines policies for Oregon's highway system for the next 20 years. The OHP is the highway element of and further refines the goals and policies of the OTP, the state's transportation system plan. The OHP establishes long-range policies and investment strategies for the state highway system. Policies emphasize the efficient management of the highway system to increase safety and extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity.

The *I-5: Delta Park (Victory Boulevard to Lombard Section) Transportation and Traffic Technical Report* (ODOT, 2005) prepared for this project includes the OHP goals and policies that Build alternatives are consistent with and support. Under Policy 1G of the OHP, ODOT has four priorities to preserve the functionality of the highway system: (1) Protect the existing system (highest priority); (2) Improve efficiency and capacity of existing highway facilities, (3) Add capacity to the existing system, and (4) Add new facilities to the system (lowest priority). The I-5: Delta Park to Lombard project is a Priority 3 project, because it adds capacity to the existing system. Priorities 1 and 2 have been addressed in the recent past as follows:

- Priority 1, protection of the existing system, is an ongoing effort that will continue into the future. A major element of preserving the system is through assignment of appropriate land use classifications in the City of Portland's comprehensive plan. Further, ODOT recently completed a major preservation project between the Interstate Bridge and the Rose Quarter.
- Priority 2, improving the efficiency and capacity of the existing system, is also an ongoing effort that will continue into the future in the I-5 corridor between Portland and Vancouver. Among the measures recently implemented to improve the efficiency and capacity of the existing system are: (1) the recently completed Interstate MAX light rail, which runs parallel to I-5 through the project area between the Expo Center and downtown Portland; (2) ramp metering, which is used extensively in the I-5 corridor; and (3) the northbound high-occupancy vehicle (HOV) lanes that run during the evening peak period.

State Agency Coordination Agreement

The State Agency Coordination Program ensures that highway improvement projects and other ODOT actions affecting land use comply with Oregon's Statewide Planning Goals and are compatible with acknowledged comprehensive plans.

Regional

2004 Federal Update to the 2000 Regional Transportation Plan

The 2000 RTP is a 20-year blueprint for the Portland metropolitan region's transportation system. It is an adopted "Functional Plan", integrated into the *Regional Framework Plan* (Metro, 1997). The plan addresses the movement of people and goods in and through the region. The plan identifies the region's transportation needs, including the need to limit the amount of congestion experienced, and the maintenance of access for national and international freight to reach its destination with limited delay. The next RTP update will begin in 2005 to meet a required date of 2007 for state planning purposes.

Metro is required to complete a federal update to the RTP in order to maintain continued compliance with the federal Clean Air Act. This update was accomplished in 2004 and includes

amendments related to policy, projects, and technical matters. Policy amendments are related to several transportation system map changes, none of which relate to I-5 or other roadways in the potential impact boundary of project alternatives. Project amendments included the addition of the “I-5/Columbia Boulevard Improvement” project to the RTP “Financially Constrained System Project List.” Technical amendments did not include specific revisions to the I-5: Delta Park to Lombard project.

Local

Portland Transportation System Plan: 2004 Technical Update

The Transportation System Plan (TSP) guides Portland’s transportation network and investments (City of Portland Office of Transportation, 2004). Adopted in 2004, the plan contains the Transportation Element of the Comprehensive Plan, which is a subset of policies of the City’s comprehensive plan and part of the TSP that provides the framework for developing and implementing transportation projects. As required by the TPR, the TSP relies upon and incorporates the needs analysis and findings of the RTP as a starting point for determining future transportation improvements.

Project Acknowledgement in Regional and Local Transportation System Plans

The transportation system plans adopted by Metro and the City of Portland are consistent with adopted elements of the OTP. In addition, the City of Portland’s TSP is consistent with Metro’s RTP.

The aforementioned Oregon Administrative Rule (OAR) requires Metro’s RTP and the City of Portland’s TSP to include a system of transportation facilities and services adequate to meet identified transportation needs. To determine whether improvements to I-5 between Victory Boulevard and Lombard Street were needed, Metro prepared traffic forecasts for a 20-year planning horizon. These forecasts determined that transportation system improvements would be needed. Metro’s regional travel demand model was used to report existing and future region-wide (Multnomah, Clackamas, Washington, and Clark counties) transportation measures. Metro’s model is calibrated to year 2000 conditions and is used to predict 2020 conditions. For the purposes of this study, year 2020 results were extrapolated by David Evans and Associates for the *Transportation and Traffic Technical Report* to develop year 2025 (i.e., the project design year) measures. Therefore, when reporting region-wide performance, year 2000 was used for existing conditions and year 2025 was used for future conditions.

Appendix A of the *I-5: Delta Park (Victory Boulevard to Lombard Section) Land Use Technical Report* (ODOT, 2005) contains information on existing and projected traffic volume-to-capacity (v/c) ratio along I-5 in the project area. The v/c ratio is the peak-hour traffic volume (vehicles/hour) on a highway section divided by the maximum volume that the highway section can handle. In the traffic analysis for this project, Alternative 1 was designated as the representative Build alternative for evaluating v/c ratio for the section of I-5 in the project area. A v/c ratio of 1.0 represents full capacity of the roadway. In Table 7 of the amended OHP, the maximum v/c ratio for interstates is stated as 1.1 for the first peak hour and 0.99 for the second peak hour. However, because the proposed I-5 improvements are a specific project in the process of being

designed and not associated with a broad planning initiative, the 20-year design maximum mobility standard (v/c ratio) in ODOT's *Highway Design Manual* (HDM) (2003) takes precedence. According to the HDM, the mobility standard for interstates is a 0.75 v/c ratio. The proposed Build alternatives would improve v/c ratios and thus mobility on the state highway system, but not to the level required in the HDM. It is important to note that construction of the Build alternatives would remove a major I-5 bottleneck and result in the most cost-effective vehicular improvements that have been identified for the corridor to decrease non-peak-hour congestion. Even more expensive improvements, such as double-decking the roadway, would not provide enough capacity to attain the 0.75-peak-hour standard in the 20-year horizon, and are not consistent with the *I-5 Partnership Strategic Plan*, or the *2000 Regional Transportation Plan*. The *Transportation and Traffic Technical Report* for this project contains detailed information regarding existing transportation facilities and operations, as well as an analysis of projected transportation system functionality under the Build and No Build alternative scenarios.

The No Build alternative would not allow ODOT to achieve or support some of the policies in the OTP and OHP to provide a safe and efficient statewide transportation system. According to the *Transportation and Traffic Technical Report*, the duration of congested freeway operations will increase substantially under a No Build alternative scenario compared with existing conditions. By 2025, southbound I-5 will be congested for upwards of 12 hours or more resulting from the Delta Park bottleneck. The No Build alternative does not include any proposed improvements or actions to encourage a safe and convenient transportation system as referred to in the TPR. The No Build alternative does not provide the opportunity to manage accesses close to freeway interchanges. The No Build alternative would not move in the direction of supporting ODOT's policy to maintain acceptable levels of mobility.

The modeling and interagency coordination conducted as part of the transportation planning process have resulted in the need to improve the transportation system by widening I-5 to six lanes and improving the Columbia Boulevard interchange. These projects have been included on Metro's 2004 federal update to the RTP Project List as projects "4005" and "4006" and the City's TSP as projects "30022" and "30023." As noted in the "Alternatives" discussion in Section 2 of this document, all of the Build alternatives include the widening of I-5 to three lanes in each direction. Each Build alternative is unique in how it would address changes in the Columbia Boulevard interchange area; however, all have the effect of improving access between I-5 and Columbia Boulevard. The transportation planning process has led ODOT to the conclusion that these projects are needed and are internally consistent with policies of the OTP and OHP. The *Transportation and Traffic Technical Report* for this project lists the specific ODOT policies as well as the analyses to support the policy consistency conclusions. See Appendix E for directions on obtaining this report.

If Alternative 1 or Alternative 4 is selected as the preferred alternative, ODOT would develop an Interchange Area Management Plan (IAMP) in collaboration with the City of Portland. The purpose of this plan would be to protect the function of the study area interchanges to ensure safe and efficient operation between connecting roadways and to manage land uses to favor types of uses that would not burden the interstate system. Alternatives 2 and 3 would not warrant preparation of an IAMP as the access points of the interchanges do not change.

Nonbinding Planning Guidance Documents

Outside of the regulatory framework of transportation and land use planning, various entities have developed plans that identify their vision and needs as well as provide lists of recommended projects, and programs to meet their respective mandates. A review of these plans, which are not legally binding documents, was conducted to determine if any proposed plans, projects, or programs could have a bearing on project alternatives and vice versa and promote awareness for ODOT to engage these entities as necessary to ensure early coordination during project development.

Regional Framework Plan (Metro)

The 2040 Growth Concept was developed as part of the Metro 1997 *Regional Framework Plan*. Prominent comprehensive plan-designated land uses that exist in the study area today (open space, industrial, and employment areas) are expected to continue to exist and in their current general locations as part of the 2040 Growth Concept.

An element of the 2040 Growth Concept is the land use concept of “Station Communities.” As one of the 2040 Growth Concept “2040 Design Types,” a station community is located along light rail corridors and features a high-quality pedestrian and bicycle environment. The 2004 federal update to Metro’s RTP identifies station communities to be mostly residential developments that are oriented toward areas that can be accessed by rail for most services and employment. In the study area, there are three light rail stations where this concept is designated on the 2040 Growth Concept Map: downtown Kenton/North Denver Avenue at Interstate Avenue and Willis Boulevard; Delta Park/Vanport at North Expo Road and Victory Boulevard; and Expo Center at North Marine Drive at Expo Center. The comprehensive plan map indicates higher density residential land uses in proximity to downtown Kenton and the light rail station.

Parks 2020 Vision (Bureau of Parks and Recreation)

The City of Portland Bureau of Parks and Recreation published a planning document titled *Parks 2020 Vision* (2000). The plan divides the city into subareas. The project study area is located in portions of the northeast and north subareas. The following text lists the plans by subarea that are located in the project study area:

- **Northeast subarea:** Complete the Columbia Slough portion of the 40-Mile Loop Trail and develop neighborhood connections to it. The 40-Mile Loop Trail now consists of more than 140 miles, including all of Multnomah County. The trail connects more than 30 parks along the Columbia, Sandy, and Willamette rivers and Johnson Creek in an almost continuous loop.
- **North subarea:** Acquire and develop urban and neighborhood parks in areas of high density along the Interstate MAX line. Improve parks, acquire additional open space, complete the 40-Mile Loop Trail, and provide access and a canoe launch as part of the Interstate Urban Renewal Area.

I-5 Partnership Strategic Plan (ODOT and Washington State Department of Transportation)

A bi-state task force of community, business, and elected representatives was charged to develop a corridor plan to respond to concerns about congestion on I-5 between Portland and Vancouver. The task force adopted the *I-5 Partnership Strategic Plan* in June 2002 (ODOT and WSDOT, 2002) and made specific recommendations, as shown below, related to transportation improvements to I-5 and the I-5/Columbia Boulevard interchange:

- **Recommendation R 3a.1:** I-5 should be widened to three lanes in each direction between Delta Park and Lombard.
- **Recommendation R 3a.2:** The I-5: Delta Park to Lombard project should go to construction as quickly as possible.
- **Recommendation R 3a.3:** The transportation issues south of the I-5/Fremont Bridge junction must be addressed and solved. The Mayor of Portland, the Governor of the state of Oregon, and the Joint Policy Advisory Committee on Transportation should join together to appoint a group of public and private sector stakeholders to study and make recommendations for long-term transportation solutions for the entire I-5/I-405 freeway loop.
- **Recommendation R 3d.1:** The Columbia Boulevard interchange in Oregon should be made into a full interchange (add ramps for southbound traffic to exit at Columbia Boulevard and for northbound traffic to enter the freeway from Columbia Boulevard).
- **Recommendation R 3d.2:** Both the I-5: Delta Park to Lombard project and the Columbia Boulevard interchange project should be considered for design at the same time. As part of this design effort, there needs to be a phasing and financing plan, with the recognition that the Delta Park project is the first priority.

TriMet Transit Investment Plan Fiscal Year 2006-2009

Transit is a key transportation system element and land use planning focus in the City of Portland. The TriMet *Transit Investment Plan Annual Update* (TIP), dated June 2004, was reviewed to identify planned investments in transit through the end of the decade. The TIP shows how TriMet will implement the transit portion of the RTP over the next 5 years. Proposed transit investments and improvements include purchase and retrofit of new buses, construction of the Milwaukie park-and-ride, adding light rail to the I-205 corridor and Portland Mall, opening Washington County commuter rail, and continued planning for light rail service between Milwaukie and the central City of Portland. None of these proposed projects are located in the study area.

Port of Portland Transportation Improvement Plan

The Business Development Department of the Port of Portland developed a planning document entitled, *2004 Port Transportation Improvement Plan*, that defines the Port's transportation needs over a 20-year timeframe (Port of Portland, 2004). The plan states that good access to Port properties is a competitive advantage for the region's businesses and residents. The Port acknowledges that it does not own or control much of the surrounding transportation system

that provides access to its facilities. Improvements to the road, rail, water, and transit systems that provide access to Port facilities are of interest to the Port and to the region’s and state’s businesses. The TIP is a compilation of transportation and environmental projects normally identified through transportation and other studies managed by or in coordination with the Port.

The Port has identified in its TIP four RTP projects that are either associated with this project or would occur in proximity to the study area. The projects are listed below with the RTP number in parentheses:

- I-5 North (RTP#4005): Provide additional capacity for freight movement to improve freight mobility on I-5 between Lombard Street and the I-5 bridge over the Columbia River.
- Columbia Boulevard Northbound Ramps on I-5 (RTP#4006)*: Install northbound access ramps on I-5 to accommodate truck movement between Columbia Boulevard and I-5 northbound.
- Columbia Boulevard Traffic Management (RTP#4056)*: Install signal coordination, closed-circuit TV cameras, and variable message signs to provide efficient movement of traffic along Columbia Boulevard.
- Kenton Rail Line Upgrade (RTP#4070): Upgrade existing track to second main track to expand capacity and reduce delays.

Projects denoted with * are designated by the Port as “Priority Projects” and will be included in the Port’s capital planning process to provide cooperative funding with the project sponsor(s).

Project Consistency with City of Portland Street Classifications

Table 7-1 shows the classification of key streets in the study area as noted in the Portland TSP.

TABLE 7-1
Designations of Key Streets in the Project Area

Street	Traffic	Freight	Emergency Response	Transit	Bike	Pedestrian	Street Design
Columbia Boulevard	Regional Traffic-way and Major City Traffic Street	Major Truck Street	Major Emergency Response Street	Community Transit Street	City Bikeway	City Walkway	Urban Highway
Denver Avenue	District Collector	Minor Truck Street	Major Emergency Response Street	Regional Transitway	City Bikeway	Pedestrian District ^b	Urban Highway
Interstate Avenue	District Collector	Minor Truck Street	Major Emergency Response Street	Regional Transitway and Major Transit Priority Street	City Bikeway	Pedestrian District ^b	Regional Main Street
Argyle Way	District Collector	Minor Truck Street	Major Emergency Response Street	Transit Access Street	Local Service Bikeway	Pedestrian District ^b	Local Street

TABLE 7-1
 Designations of Key Streets in the Project Area

Street	Traffic	Freight	Emergency Response	Transit	Bike	Pedestrian	Street Design
Schmeer Road	West of I-5: Local Service	Freight District ^a	West of I-5: Minor Emergency Response Street	Community Transit Street	City Bikeway	Local Service Walkway	Local Street
	East of I-5: Neighborhood Collector		East of I-5: Major Emergency Response Street				
Victory Boulevard	Neighborhood Collector	Minor Truck Street	Minor Emergency Response Street	Local Service Transit Street	City Bikeway	City Walkway	Local Street
Peninsular Avenue	Neighborhood Collector	Local Service Truck Street	Major Emergency Response Street	Community Transit Street	City Bikeway	City Walkway	Local Street
Whitaker Road	Neighborhood Collector	Freight District ^a	Major Emergency Response Street	Community Transit Street	City Bikeway	North of Hayden Meadows Dr: City Walkway	Local Street
						South of Hayden Meadows Dr: Local Service Walkway	
Interstate Place	Local Service	Local Service Truck Street	Minor Emergency Response Street	Local Service Transit Street	Local Service Bikeway	Pedestrian District ^b	Local Street
Argyle Way	Local Service	Local Service Truck Street	Minor Emergency Response Street	Local Service Transit Street	Local Service Bikeway	Pedestrian District ^b	Local Street

^a All streets within Freight Districts should be designed to accommodate truck movement.

^b All streets within Pedestrian Districts should have sidewalks on both sides; walking is the preferred mode of choice for all trips within the district.

Source: City of Portland, Federal Update to the Transportation System Plan, 2004.

It will be at the discretion of the city of Portland to evaluate the need to change its designations of the listed streets in Table 7-1. If a Build alternative is selected, the city of Portland may desire to change the “Traffic” designation of Schmeer Road west of I-5 from “Local Service” to “Neighborhood Collector” given the projected traffic.

The City also identified in the TSP (Policy 6.34 North Transportation District, Objective D) reevaluation of the need for a truck designation on Argyle Way when improvements to the I-5/Columbia Boulevard interchange are constructed or other improvements are made that make the Argyle Way/Interstate Avenue truck connection redundant. The City Office of Transportation will evaluate the Argyle/Interstate intersection in conjunction with the I-5/Columbia Boulevard interchange improvements to improve the pedestrian environment.

Coordination Procedures for Adopting Plans for Class 1 and 3 Projects

Because this project is a Class 3 action (requires preparation of an environmental assessment), OAR 731-015-0075 requires ODOT to involve affected cities, counties, Metropolitan Planning Organizations, state and federal agencies, special districts, and other interested parties in the development of project plans. In addition, ODOT is to include planning officials of the affected cities, counties, and Metropolitan Planning Organizations on a project technical advisory committee. ODOT has and continues to coordinate with appropriate federal, state, and local agencies through regular meetings as part of the Collaborative Environmental and Transportation Agreement on Streamlining (CETAS) process, the Bi-State Coordinating Committee, and a Project Development team composed of regional and local jurisdictions and agencies. The City of Portland had two representatives on this team, and the Washington State Department of Transportation had one representative on this team. Section 5 of the EA lists (under Agency Coordination) specific issues and associated meetings with federal, state, and local officials having jurisdiction over or direct interest in the subject matter of each issue identified in the EA. All project issues were resolved or the information held for use in further project development activities with the direct participation and recommendations of those officials. As a result of this coordination, ODOT is in compliance with the OAR.