EXECUTIVE SUMMARY

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INTRODUCTION

Oregon's transportation system continues to be crucial to the state's livability and development. Opportunities and challenges facing the state require a strong and efficient transportation system to serve the needs of commerce and personal mobility.

Oregon's population is expected to grow faster than the nation's for most of the next 40 years. According to forecasts by the Oregon Department of Transportation (ODOT), Oregon's population is projected to increase from 2.8 million in 1990 to 3.8 million in 2012. After that Oregon's growth rate will slow, reflecting national trends. Most of this growth is projected to take place in the Willamette Valley, especially in its suburban areas; the Valley's population densities will approach those of more urban states.

At the same time, growth pockets on the coast and in central and southern Oregon, especially in the Medford metropolitan area, will lead growth outside of the Willamette Valley. The population in eastern Oregon will also increase.

Increased demands for transportation services will be most prevalent in the fastest growing areas of the state. These areas will be concerned with air quality and energy conservation. New forms of land development will be required to avoid the type of urban sprawl that has reduced the livability of many American cities and limited opportunities for public transit, bicycling and walking.

As the state's economy develops more diversity, high value manufacturing and services will be important industries along with wood products, agriculture and tourism. Links to international and national markets must be developed and improved in order to take advantage of the new economic trends.

Rural areas will increasingly need access to services and markets. Links between rural and urban areas must be maintained and enhanced in order to serve both areas and the economy of regions outside the Willamette Valley.

New technology should help make travel more efficient. Intelligent Vehicle Highway Systems (IVHS) will allow traffic to flow more efficiently, while high speed rail offers the potential to divert trips from air. But the state also needs to improve linkages between transportation and land use so that each supports the other.

In anticipation of these challenges, Oregonians have set bold new directions for the state's future transportation system through the Oregon Benchmarks, the Land Conservation and Development Commission's (LCDC) Transportation Planning Rule, and the goals and policies developed in the Oregon Transportation Plan's (OTP) Policy Element. These form the basis for the System Element.

THE GOALS OF THE OREGON TRANSPORTATION PLAN

The purpose of the Oregon Transportation Plan is to guide the development of a safe, convenient and efficient transportation system which promotes economic prosperity and livability for all Oregonians.

The Transportation Commission drafted this purpose statement during development of the Policy Element of the Transportation Plan. The Policy Element establishes four goals for Oregon's future transportation system.

Goal 1 - Characteristics of the System

To enhance Oregon's comparative economic advantage and quality of life by the provision of a transportation system with the following characteristics:

- Balance
- Efficiency
- Accessibility
- Environmental Responsibility
- Connectivity among Places
- Connectivity among Modes and Carriers
- Safety
- Financial Stability

The transportation system must be designed and developed so that people have transportation choices in going from place to place. In urban areas people should be able to choose to commute, for example, by carpool, public transit or bicycle as well as by auto. Freight shippers need competitive services to hold down rates and encourage innovation.

The system must be efficient. Transportation agencies need to make decisions about whether to add lanes to freeways or to build light rail lines based on their full costs, including the costs to the environment and the community. User charges, such as gas taxes and vehicle registration fees, must reflect the cost of reducing air pollution in addition to road construction and maintenance.

Transportation services must be reliable and accessible to all potential users, including the young, the elderly and the disabled. Public transportation and transportation for special groups, like the elderly, must be coordinated to provide more effective service.

The system must be environmentally responsible. Vehicle emission standards and efforts to reduce the vehicle miles traveled per capita will improve air quality and reduce energy consumption. Routing plans will improve the transportation safety of hazardous materials.

Statewide transportation corridors must provide access for people and goods to all areas of the state, nation and the world. Travelers must be able to transfer easily from public transit to rail or plane. Freight must be easily shifted from truck to rail to ship or plane to take advantage of the most efficient mode.

Safety standards must target roadway design and education for drivers of all types of vehicles and for pedestrians. Increased law enforcement is needed to reduce accidents related to excessive speed, alcohol and other drug use.

The transportation system must have financial stability. Investments in highways, transit, and other transportation infrastructure must be protected, and transportation services must be reliable.

Goal 2 - Livability

To develop a multimodal transportation system that provides access to the entire state, supports acknowledged comprehensive land use plans, is sensitive to regional differences, and supports livability in urban and rural areas.

Oregon's transportation system must support statewide land use goals and regional, city and county land use plans. Transportation facilities and services need to support development of compact urban areas. Land use developments need to be designed so that people can live, work and shop in the same area. Walkways and bikeways should make walking and bicycling safe and convenient, and provide access to public transit. Access controls on intercity routes should be used to reduce congestion.

The state must define and assure appropriate minimum levels of transportation service to provide access to all parts of the state. In

rural communities, bus services need to be stimulated, and rural highways and bicycle routes need to be improved to provide safe travel. Since areas of Oregon vary greatly in their needs, transportation solutions need to be tailored to specific areas.

Supports for environmental quality and economic development, including scenic vistas and aesthetic values, must be included in the design and improvement of transportation corridors.

Goal 3 - Economic Development

To promote the expansion and diversity of Oregon's economy through the efficient and effective movement of goods, services and passengers in a safe, energy efficient and environmentally sound manner.

To foster economic development, people and goods must travel by the most efficient means possible. One mode must be connected with others through intermodal hubs which allow goods to move from truck to rail to ship or plane. Passenger terminals must be developed to allow efficient and convenient movement of people between modes.

Adequate facilities for rail service, air freight and marine transportation must be maintained. Air connections need to link all parts of Oregon to all parts of the nation and the world. Waterways and marine ports need to increase Oregon's ability to compete in international trade. Since the ports on the Columbia River share the river system, the state needs to maintain strong working relationships with Washington and Idaho Columbia/Snake River communities.

Goal 4 - Implementation

To implement the Transportation Plan by creating a stable but flexible financing system, by using good management practices, by supporting transportation research and technology, and by working cooperatively with federal, regional and local governments, Indian tribal governments, the private sector and citizens.

Transportation financing must be both stable and flexible. The finance system must provide equity among alternative transportation modes, state, regional and local jurisdictions, all regions of the state and individuals and businesses.

The transportation system must be managed so that steps are taken to ease the demands on the system before new facilities are con-

structed. For highways this can be done by reducing peak period travel, improving the traffic flow and encouraging the use of transit, bicycling and walking. In the future, congestion pricing or toll systems may be an important element of urban freeway management.

The state will support the development of innovative management practices, new technologies and other techniques that help to carry out the implementation of the Transportation Plan. Partnerships with universities and private industry will promote transportation research.

Further refinement and implementation of the Transportation Plan will depend on the cooperation of federal, regional and local governments, the private sector and the citizens of Oregon. The Land Conservation and Development Commission Transportation Planning Rule requires regional and local governments to be consistent with the state transportation plan, but the state will also adopt regional transportation plans when they meet established criteria. The state will work with federal land management agencies and Indian tribal governments to coordinate transportation plans and projects. The goal is a coordinated and complementary transportation system.

The Transportation Plan depends on the full involvement of the citizens and the private sector in Oregon. Many of the policies and actions will require private investment. Most depend on public consensus for change.

THE SYSTEM ELEMENT

The Preferred Alternative for the System Element meets the goals of the Policy Element in eight ways:

1. It identifies a multimodal system including air, rail, auto, truck, bus, bicycle, pedestrian, waterway and marine transportation, and pipelines to be implemented within the next 20 years.

2. It establishes minimum levels of service to be achieved by each mode of transportation.

3. It identifies other major improvements beyond minimum levels of service.

4. It identifies the transportation corridors and facilities which serve statewide and interstate functions.

5. It identifies transportation system and facility management processes that must be put into place, including local transportation demand management and financing principles.

6. It identifies land use patterns that must be put into effect to achieve the goals of the transportation plan.

7. It identifies local, state and federal roles in implementing the plan and sets planning and performance criteria for modal implementation plans and local and regional transportation plans.

8. It estimates the financial requirements to implement the plan.

The Alternatives

The System Element envisions the facilities and services which would be put in place within the next 20 years. Because of the length of time required to implement transportation projects and changes in technologies, it also envisions those major issues and projects which may be necessary in the next 20 to 40 years.

To place the possibilities in perspective, the Steering Committee examined four funding alternatives:

1. Funding decline with status quo program,

2. Continuation of existing program,

3. Continuation of existing program with modal shifts, and

4. Economic development and livability approach.

In each alternative, state and local governments are to (a) use system management techniques to handle traffic growth and protect facilities from congestion and (b) coordinate transportation plans with land use plans, emphasizing compact development and maintenance of urban growth boundaries. Maps 1 - 4 illustrate only the major features of the existing statewide transportation system and the most notable changes planned.

FUNDING DECLINE

Funding Decline would not support expansion and improvement of the existing system illustrated on Map 1. The following consequences would result:

- No expansion of current service levels since efforts would be limited to preservation of existing infrastructure;

- Increased traffic congestion;

- Decline in intercity bus, rail, specialized transit, aviation, marine transportation and pipeline services;

- Some increased transit ridership in the Portland metropolitan area where traffic congestion would significantly increase

and a decline in transit ridership in other areas due to lack of funding;

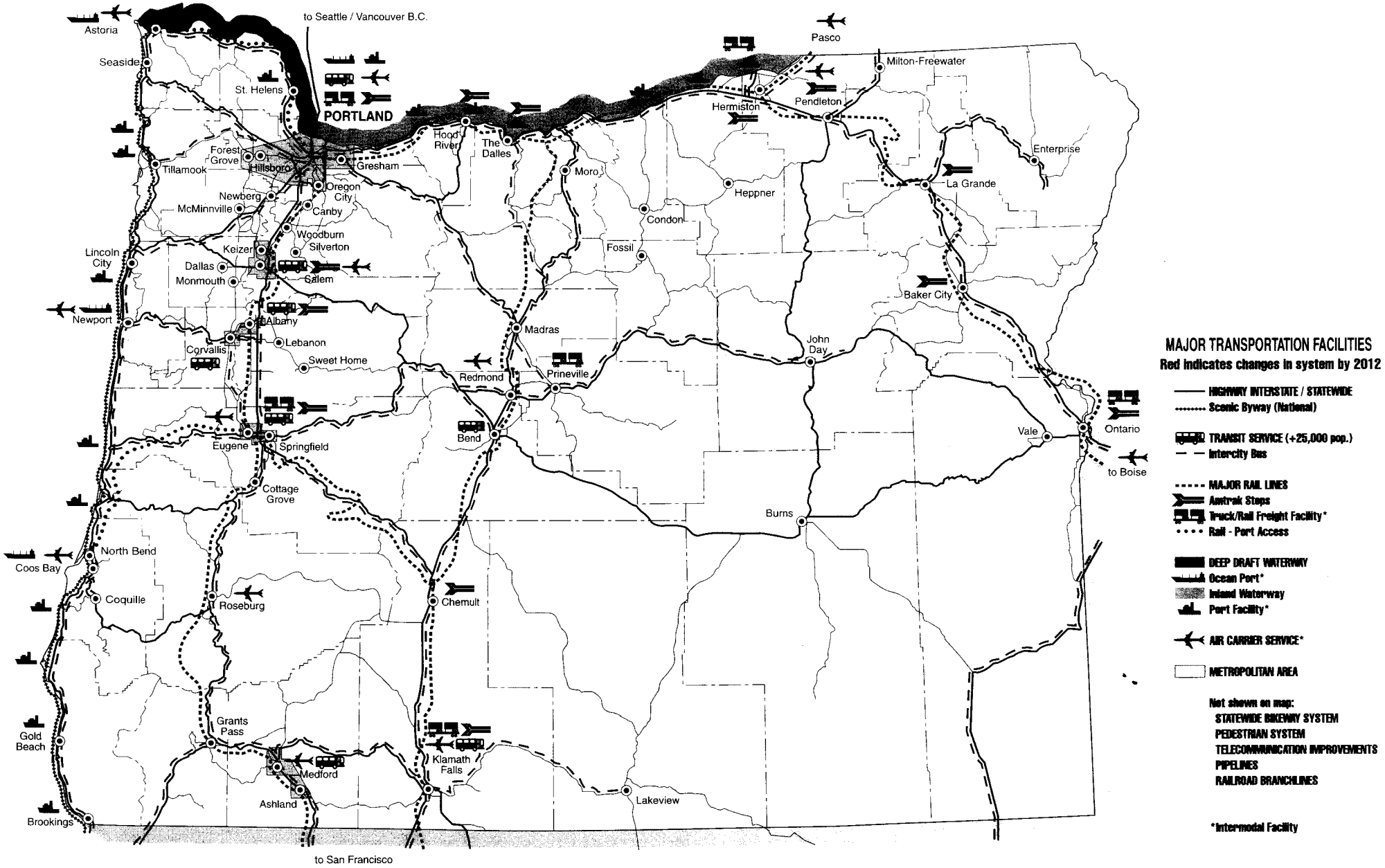
- No improvements at intermodal passenger and freight facilities.

CONTINUATION OF EXISTING PROGRAMS

2012 Continuation of Existing Programs (Map 1) shows how the system would look if existing transportation programs at state and local levels were continued with funding increases for inflation, but without any change in emphasis or major funding enhancements. This is referred to as the base case. Under this alternative there would be:

- Unmet minimum levels of service standards for highways, transit, rail, aviation, marine transportation and pipelines;
- Limited expansion of state highway capacity;
- Growth in transit ridership and intercity passenger patronage at the same rate as population growth but a reduced number of intercity bus routes;
- Limited number of new citywide transit systems established, such as in Bend;
- Enhanced air service in Astoria, Newport and Roseburg;
- Expanded air freight handling capability at all commercial airports;
- National scenic byways developed along the entire length of U.S. 101 and in the Columbia River Gorge national scenic area;
- New specialized elderly and disadvantaged transit services;
- Increased VMT per capita between 0.3 percent per capita in metropolitan areas and 1.5 percent per capita statewide;
- Little change in ridesharing as a percent of work trips and average trip length; dispersal of new jobs to suburban areas offset by increased congestion and more compact suburban development;
- Continuation of the bicycle and pedestrian facility construction program;
- Designation of Corvallis/Albany as a new metropolitan planning area and expansion of the Medford MPO to include the Ashland area.

MAP 1
1992 TRANSPORTATION SYSTEM AND 2012 CONTINUATION OF EXISTING PROGRAMS



CONTINUATION WITH MODAL SHIFTS

2012 Continuation of Existing Programs with Modal Shifts (Map 2 without any of the highway-related improvements shown) shows how the transportation system would look with implementation of all non-highway programs as in the next alternative, but with the same highway programs as in the Funding Decline. Under this alternative, it is expected by 2012 there would be:

- Increased traffic congestion and deterioration of highway conditions;
- Significant expansion and improvements in metropolitan transit service, including construction of the light rail routes in the Portland metropolitan area that are identified in the 1992 Tri-Met Strategic Plan;
- Hourly intercity passenger service established in the Willamette Valley between Eugene and Portland;
- Higher speed (110 to 125 m.p.h.) rail passenger service between Eugene and Portland with connections to Vancouver, B.C.; seven round trips per day;
- A sevenfold increase in the use of telecommunications over 1990 use;
- High occupancy vehicle (HOV) lanes and peak period congestion pricing established on freeways and arterials in metropolitan areas;
- Walking and bicycle trips at double the present rate, and transit at double the base case forecast in metro areas;
- Intercity bus or commuter bus service available to cities of over 2,500 population;
- Urban transit service available in communities over 25,000 population;
- Intermodal passenger terminals established in Portland, Salem, Albany/Corvallis, Eugene, Medford and Bend/Redmond;
- Enhanced rural commercial air service, particularly to the Baker City and La Grande area;
- Expanded air freight handling capability at all commercial airports;
- International port improvements and maintained rail service on the lower Columbia River and Coos Bay;
- Natural gas pipelines developed to Coos Bay and Tillamook to encourage industrial development and make alternative transportation fuel available;

- Full implementation of the LCDC Transportation Rule;

- Establishment of a Willamette Valley Transportation System Coordination Area.

LIVABILITY APPROACH

Livability Approach: Minimum Levels of Service - Plus Preferred Transportation System (Map 2) shows how the transportation system would look with full implementation of the economic development and livability alternative. Under this alternative, it is expected there should be by 2012:

- A transportation system that helps maximize economic opportunities and quality of life, as measured by the Oregon Benchmarks;

- Significant expansion and improvements in metropolitan transit service, including construction of the light rail routes in the Portland metropolitan area that are identified in the 1992 Tri-Met Strategic Plan;

- Hourly intercity passenger service established in the Willamette Valley along I-5 between Eugene and Portland;

- Higher speed (110 to 125 m.p.h.) rail passenger service between Eugene and Portland with connections to Vancouver, B.C.; seven round trips per day;

- A sevenfold increase in the use of telecommunications over 1990 use;

- High occupancy vehicle (HOV) lanes and peak period congestion pricing established on freeways and arterials in metropolitan areas;

- Intelligent Vehicle Highway System (IVHS) networks in metropolitan areas and on I-5 and I-84;

- Walking and bicycle trips at double the present rate, and transit at double the base case forecast in metro areas;

- Intercity bus or commuter bus service available to cities of over 2,500 population;

- Urban transit service available in communities over 25,000 population;

- Intermodal passenger terminals established in Portland, Salem, Albany/Corvallis, Eugene, Medford and Bend/Redmond;

- Enhanced rural commercial air service, particularly to the Baker City and La Grande area;

- Expanded air freight handling capability at all commercial airports;

- International port improvements and maintained rail service on the lower Columbia River and Coos Bay;

- Improved intermodal truck/rail freight hub facilities in Portland, Eugene, Klamath Falls, Umatilla/Boardman and in Idaho near Ontario. Truck/rail freight reload hubs established in Medford, Bend, Salem, Baker City/La Grande;

- Additional major highway freight corridors on non-Access Oregon Highways;

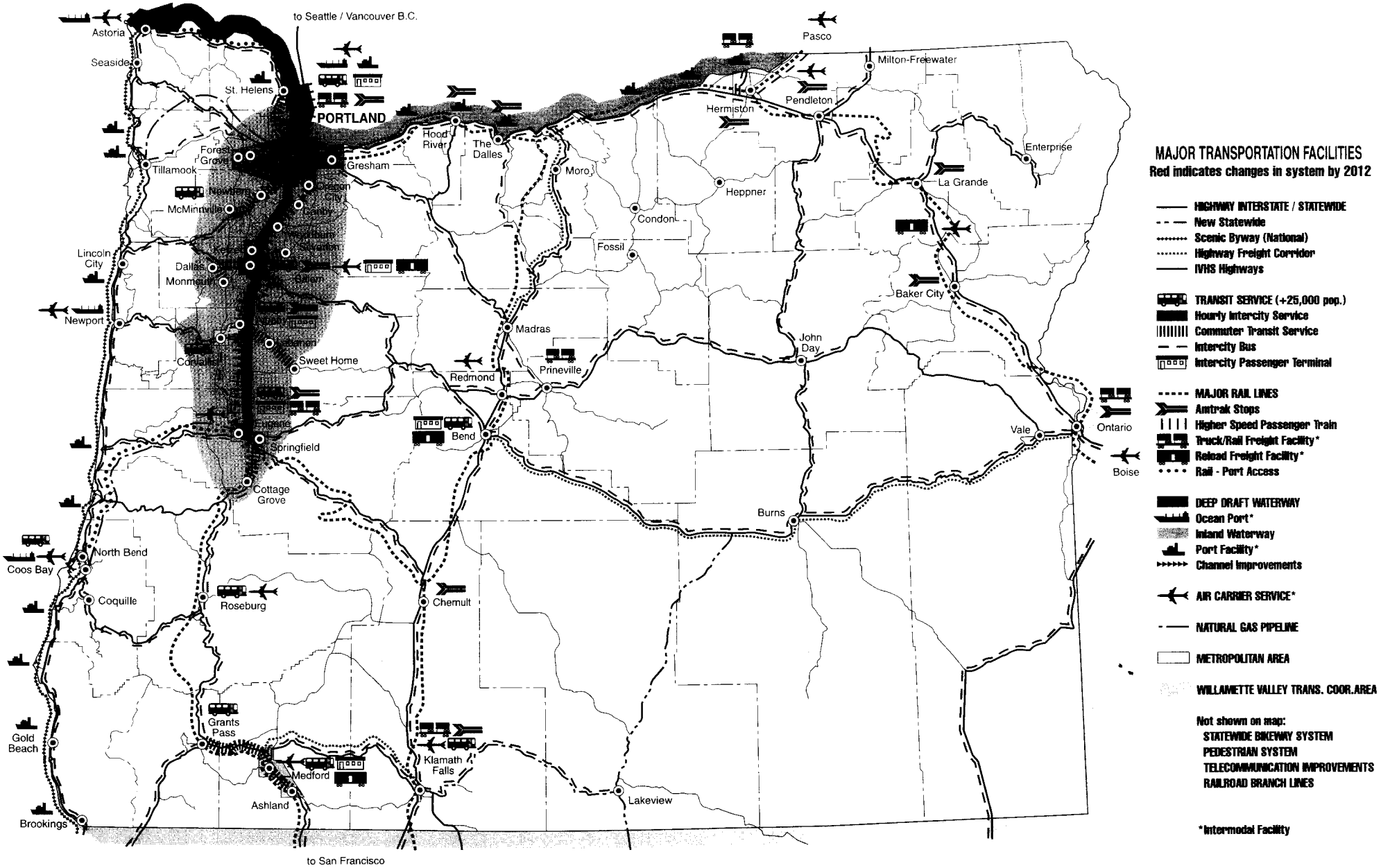
- Additions to the statewide functional highway system;

- Natural gas pipelines extended to Coos Bay/North Bend and Tillamook to make alternative transportation fuel available. Improved pipelines to regions lacking adequate service to help industrial development;

- Full implementation of the LCDC Transportation Rule;

- Establishment of a Willamette Valley Transportation System Coordination Area.

MAP 2
PREFERRED TRANSPORTATION SYSTEM
BY THE YEAR 2012



WILLAMETTE VALLEY DETAIL

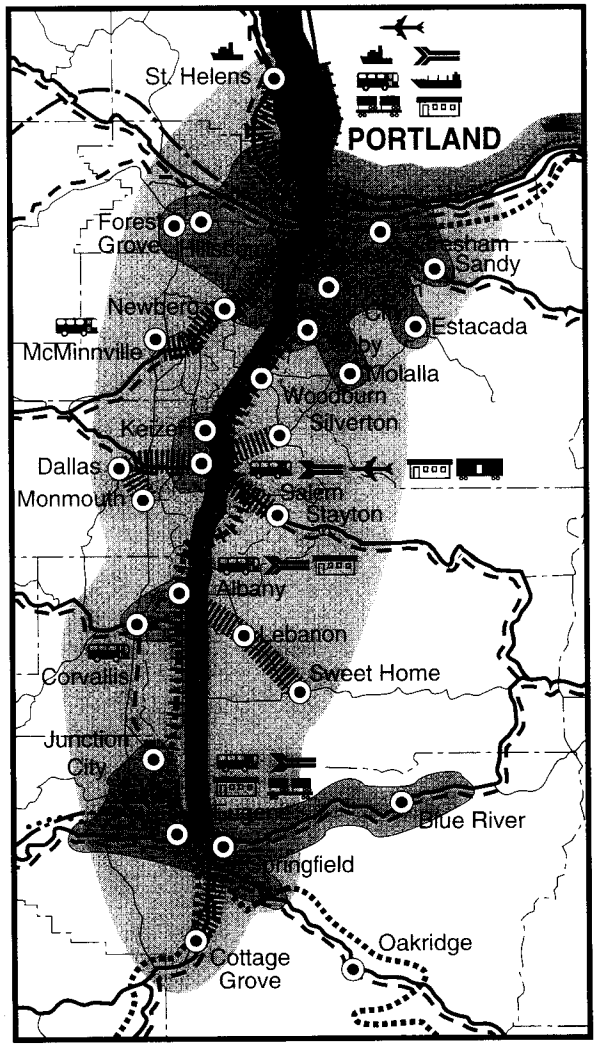
Willamette Valley Detail (Map 3) provides more detail for the Preferred Plan as it affects the Valley.

LONG-RANGE POSSIBILITIES

Long-Range Transportation Possibilities (Map 4) illustrates a number of possible future developments worthy of discussion, but that are either too far in the future or too uncertain to be included in this plan in a meaningful way. These possibilities include:

- High-speed rail service in the Willamette Valley with connections to Seattle;
- A Willamette Valley/Columbia Gorge interurban rail service which could be a way of serving commuter travel needs on the west side of the Willamette Valley and in the Columbia Gorge;
- A Klamath Falls intermodal air freight hub;
- A new international airport in the Willamette Valley which may be needed if Portland International Airport reaches capacity;
- Passenger rail service from the Rogue Valley to California and later to Eugene as improved technologies are developed.

MAP 3
WILLAMETTE VALLEY
PREFERRED TRANSPORTATION SYSTEM
BY THE YEAR 2012



MAJOR TRANSPORTATION FACILITIES
Red indicates changes in system by 2012

- HIGHWAY INTERSTATE / STATEWIDE
- Scenic Byway (National)
- IVHS Highways

- TRANSIT SERVICE (+ 25,000 population)
- Existing Transit Service
- Hourly Intercity Service
- Commuter Transit Service
- Intercity Bus
- Intercity Passenger Terminal

- MAJOR RAIL LINES
- Amtrak Stops
- Higher Speed Passenger Train
- Truck/Rail Freight Facility*
- Reload Freight Facility*
- Rail - Port Access

- DEEP DRAFT WATERWAY
- Ocean Port*
- Inland Waterway
- Port Facility*
- Channel Improvements

- AIR CARRIER SERVICE*

- NATURAL GAS PIPELINE

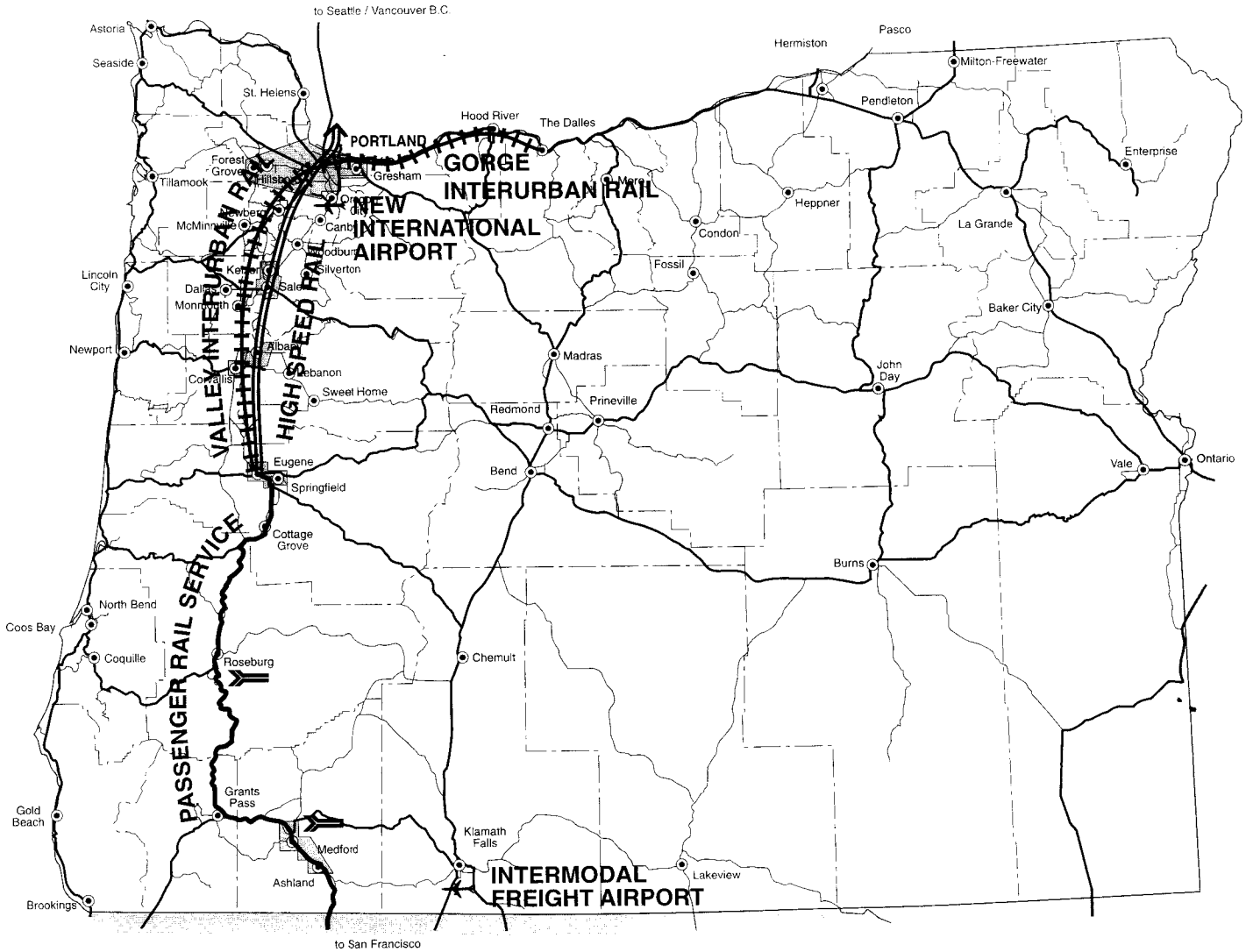
- WILLAMETTE VALLEY TRANS. COOR. AREA

Not shown on map:
STATEWIDE BIKEWAY SYSTEM
PEDESTRIAN SYSTEM
TELECOMMUNICATION IMPROVEMENTS
RAILROAD BRANCH LINES

*Intermodal Facility

MAP 4
LONG - RANGE TRANSPORTATION POSSIBILITIES

Red indicates changes in system.



The Preferred Plan

The OTP Steering Committee selected the Livability Approach as the Preferred Plan for adoption.

In addition to the minimum levels of service and specific improvements listed above, the Preferred Plan includes provisions for system management, land use coordination, identification of facilities and systems serving statewide and interstate functions, and implementation and investment strategies.

The Preferred Plan emphasizes more intensive management of the existing transportation system. It encourages the use of fees and management techniques to reduce single occupant vehicle travel, alleviate congestion and promote shifts to more efficient and environmentally responsible modes of transportation.

The plan requires coordination of land use and transportation. It assumes urban growth boundaries will be maintained and land use and transportation actions will support each other.

The OTP will be implemented through integrated state, regional and local planning and private sector actions. ODOT multimodal and modal plans and system management will carry out or amplify the OTP and must be consistent with it. The Transportation Planning Rule calls for the transportation system plans of metropolitan planning organizations (MPOs), counties and cities to be consistent with the adopted elements of the OTP. Public and private transportation coordination and cooperation will be needed to carry out other measures.

According to preliminary estimates, implementation of the Preferred Plan will require an additional $12 billion in funding over the next 20 years, including local, state and federal commitments. Although 57 percent of the additional dollars will go to roads, streets and highways, the investment strategy calls for major new investments in railroads, marine ports, aviation, intercity bus and transit.

The financing program for the plan is still being formulated. The Transportation Commission plans to recommend a specific financing program to the 1993 Legislature by December 31, 1992.