

Chapter 5: TRANSPORTATION SYSTEM PLAN

The Clackamas County Transportation System Plan (TSP) will guide transportation related decisions and identify the transportation needs and priorities in unincorporated Clackamas County from 2013 to 2033. The TSP has been created in coordination with the County's 16 cities, the State of Oregon, area transit providers, and other affected agencies and has been vetted through an extensive public process, including a series of public outreach events and twelve Public Advisory Committee meetings. The public and county staff worked together to develop the following vision for the TSP and six goals to guide implementation of this vision:

Building on the foundation of our existing assets, we envision a well-maintained and designed transportation system that provides safety, flexibility, mobility, accessibility and connectivity for people, goods and services; is tailored to our diverse geographies; and supports future needs and land use plans.

TSP GOALS

- **Goal 1**: Provide a transportation system that optimizes benefits to the environment, the economy and the community
- **Goal 2**: Plan the transportation system to create a prosperous and adaptable economy and further the economic well-being of businesses and residents of the County.
- **Goal 3**: Tailor transportation solutions to suit the diversity of local communities.
- **Goal 4**: Promote a transportation system that maintains or improves our safety, health, and security.
- **Goal 5**: Provide an equitable transportation system.
- **Goal 6**: Promote a fiscally responsible approach to protect and improve the existing transportation system and implement a cost-effective system to meet future needs.

BACKGROUND AND ISSUES

The County's transportation system includes an extensive network of public and private transportation facilities, including roads, railways, airports, pipelines, waterways, and multi-use paths. The system is intended to allow people to travel where they need to go safely and efficiently, while also providing for efficient movement of goods. The County's transportation system is also intended to support sustainable land use patterns and policies to serve a multitude of public needs without sacrificing air and water quality or creating noise pollution.

Government agencies, public and private service providers, and developers are involved in building and maintaining the County's transportation system. Metro, Portland's metropolitan planning organization, sets general policy guidelines for design, distributes regional funding for certain types of projects within its boundary, and sets standards for the operation of the

transportation system located within the Portland Metropolitan Urban Growth Boundary (UGB). All transportation facilities must conform to standards and guidelines outlined by federal, state and, in some cases, Metro regulatory documents.

Clackamas County faces several challenges as it attempts to continue to develop and maintain a safe and integrated transportation system, appropriate for and accessible to all potential users.

- Limited funding: Funding levels for roads, the backbone of the transportation system, have not kept pace with the mobility needs of our society. Limited funding makes it a challenge to balance the need for maintenance and management of existing facilities with the need for building new facilities to accommodate increased trip demand. As a result, the backlog of needed road maintenance and construction projects has grown larger.
- Reducing congestion: Community members help reduce traffic congestion when they choose to take the bus, join a carpool, or bicycle and walk to destinations. Reducing congestion decreases the need for costly road construction projects while improving air quality, neighborhood livability and access to goods, services and employment.

Improving the relationship between land uses and transportation can also decrease reliance on automobiles and reduce congestion. Some ways to improve this relationship are to: alter the site design of new construction at or near major transit stops; increase connectivity in transportation systems; provide better pedestrian and bicycle facilities; use land more efficiently; and encourage mixed-use developments.

- Balancing needs: All land-based modes of travel, except rail and pipeline, must share the public rights-of-way. These modes includes autos, trucks, buses, bicycles, pedestrians and, in some localities, equestrians. Balancing the need for mobility (through movement of traffic) with the need for local movement and access to individual properties often creates design and safety challenges for roadways.
- Safety: From 2005 to 2009, there were approximately 160 fatalities and 1,245 serious injuries in Clackamas County due to traffic crashes. One of the County's goals is to improve the safety of its system for all users and reduce the number and severity of crashes for future years. Developing facilities to accommodate all modes of travel will help reduce conflicts that lead to safety problems for some users. The adopted Transportation Safety Action Plan calls for a 50 percent reduction of fatal and serious injury crashes by 2022.
- Fostering economic growth: Monitoring the effects of transportation on employment and economic activity is important during both good and bad economic times. Of particular significance are the ways transportation can be used as a tool to sustain and promote economic development both in the urban industrial and commercial centers and within the county's distinctive rural economy, including agriculture, forestry and equestrian facilities.
- Addressing environmental impacts: Development of transportation infrastructure needs to be sensitive to potential impacts to neighborhoods and to the natural environment, in order to create and maintain livable communities, preserve air and water quality, and conserve energy.

The northwest urban area of the County is within a designated Air Quality Maintenance Area (AQMA). Presently the AQMA meets state and federal air quality standards, but federal law requires the region to implement measures to maintain federal air quality standards. Federal law also prohibits significant degradation of air quality in the Mt. Hood Wilderness.

- **Ensuring accessibility:** In many areas of the County, transportation disadvantaged populations, such as the elderly, disabled or low-income residents, need improved access to public transit and special transportation services. Clackamas County will ensure that new and rebuilt roads are planned and designed to perform all necessary functions, including being accessible to those who choose not to drive or cannot drive.
- **Maintaining and improving rural area roads:** Clackamas County also is challenged by the responsibility to maintain and develop a safe and functional road network in rural areas. Upgrades to aging rural roadways are needed to enhance safety and accommodate different modes of travel.

TSP ORGANIZATION

To implement the vision and goals and to address the issues identified above, a series of policies have been created to direct the County in its efforts to build and maintain a multi-modal transportation system. Under each policy category, the countywide policies are listed first, followed by the urban policies, and the rural policies.

The policies are presented in this chapter by major topic or transportation mode as follows:

- **Foundation and Framework:** includes policies relating to coordination; safety; equity, health and sustainability; intelligent transportation systems; and transportation demand management
- **Land Use and Transportation:** includes policies relating to the integration of land use and transportation; parking; rural tourism; and scenic roads.
- **Active Transportation:** includes policies relating to pedestrian and bicycle facilities and multi-use paths.
- **Roadways:** includes policies relating to functional classification; urban and rural roadway considerations; project development; improvements to serve development; and performance evaluation and access standards.
- **Transit:** includes policies relating to transit and transit-supportive amenities.
- **Freight, Rail, Air, Pipeline and Water Transportation:** includes policies relating to general freight movement; freight trucking; rail; airports; pipelines; and water transportation.
- **Finance and Funding:** includes policies relating to funding capital transportation improvements and maintenance.
- **Transportation Projects and Plans:** includes policies relating to the 20-year and five-year capital improvement plans. Also identifies Special Transportation Plans that are adopted by reference as refinements of the TSP and plans or studies that need to be completed in the

future to support the TSP.

- **Definitions:** relevant definitions for use within this chapter.

The TSP also contains the following components:

- The County's **20-year Capital Improvement Plan:** a complete list of needed transportation-related projects to address gaps and deficiencies in the transportation network (Tables 5-3[a-d]).
- **Tables, Maps and Figures** illustrating the transportation system and street cross sections, and presenting guidelines and standards for developing the system.
- **Background documents** including detailed findings and conclusions relating to the various components of the transportation system (Appendix B).