



---

**DRAFT**

# **OREGON**

**TRANSPORTATION**

# **PLAN**

**EXECUTIVE SUMMARY**

---



**Oregon  
Department  
of Transportation**

**Written comments on the draft plan are due by March 1, 2006.  
For more information, visit the Oregon Transportation Plan web  
site at**

<http://www.oregon.gov/ODOT/TD/TP/ortransplanupdate.shtml>

**or contact:**

**Gail Curtis, Oregon Transportation Plan Manager**

Phone: (503) 731-8206

Gail.E.Curtis@odot.state.or.us

**Carolyn Gassaway, Oregon Transportation Plan Co-Manager**

Phone: (503) 986-4224

Carolyn.H.Gassaway@odot.state.or.us

**Michael Rock, Transportation Planner**

Phone: (503) 986-3179

Michael.D.Rock@odot.state.or.us



**Oregon Department of Transportation  
Planning Section  
555 13th Street NE, Suite 2  
Salem, OR 97301-4178**

## Fostering Prosperity.

## Enhancing Mobility.

## Preserving Livability.

As Oregonians, we prize our quick access to the places where we live, work and play. Diverse industries such as agriculture, high tech, forestry and tourism thrive, in part because of our smooth-running transportation system.

Over the next 25 years, the state will change as the population grows, the economy moves from dependence on petroleum to other sources of energy, and we respond to environmental and community needs. How can we continue to make Oregon an enjoyable and prosperous place in which to live?

The Oregon Transportation Plan is a first step toward answering that question. The work of more than 60 representatives of business, industry, government, transportation and advocacy groups, the plan explores the issues affecting all means of transportation—airplanes, bicycles, buses, cars and trucks, pedestrians, pipelines, ships and barges, and trains.



The OTP is a 25-year transportation plan that comprehensively assesses state, regional and local and both public and private transportation facilities and services. It builds on the 1992 OTP, which first established a vision of a balanced, multifaceted transportation system leading to expanded investment in non-highway transportation options.



*The goal: A safe, efficient and sustainable transportation system that enhances Oregon's quality of life and economic vitality.*



*“Oregon needs bold new direction to meet the transportation challenges of the next 25 years.”*

*Duncan Wyse, President  
Oregon Business Council*

The updated OTP emphasizes

- Maintaining and maximizing the assets in place
- Optimizing the performance of the existing system through technology
- Integrating transportation, land use, economic development and the environment
- Integrating the transportation system across jurisdictions, ownerships and modes
- Creating sustainable funding
- Investing in strategic capacity enhancements

The goal: A safe, efficient and sustainable transportation system that enhances Oregon’s quality of life and economic vitality.

## **Changes Ahead**

### **By 2030:**

- Oregon’s population will grow 41 percent.
- Freight is expected to increase 80 percent.
- Uncertain oil production will cause fuel prices to go up.
- Because they are not indexed to inflation, fuel taxes—the traditional means of funding the aviation, highway and roadway systems—will lose 40 percent of their purchasing power.



---

These trends provide opportunities as well as challenges. More people and more freight mean more economic activity. Higher fuel prices could lead to less driving and less air pollution. Erosion of the value of the motor vehicle fuel tax could lead to development of other sources of funding that are more sustainable. **The results will depend on choices we make together.**

## Building on Innovation

Oregon has a tradition of thinking ahead to meet transportation challenges:

- The 2005 Legislature passed a \$100 million bill investing in air, rail, marine and public transportation.
- Oregon uses technologies that weigh trucks in motion, saving time and money.
- State-supported passenger train trips between Eugene and Portland connect to bus services across the state and provide communities with travel choices.
- Public transit in the Portland metro area reduces traffic delay by 40 percent.
- Using Context Sensitive and Sustainable Solutions, Oregon is designing bridges and roadways to be compatible with the environment and the community.

It's time for Oregonians to once again renew our commitment to innovative solutions and create a unified transportation system.

## Goals

The OTP committees developed seven goals with related policies for the plan. They will guide state, regional and local transportation plans.

### Goal 1 – Mobility and Accessibility

Provide a balanced, efficient and integrated transportation system that ensures interconnected access to all areas of the state, the nation and the world. Promote transportation choices that are reliable, accessible and cost-effective.



*“Oregon is known as a transportation innovator. Today’s transportation challenges demand all our creativity as we build an integrated system linking all types of transport, from roads to rail to air, and all providers.”*

*Gail Achterman*

*Director  
Institute for Natural Resources  
Oregon State University*

*Chair, OTP Steering Committee*

*Commissioner, Oregon  
Transportation Commission*



*“We are looking at the needs of all of Oregon.”*

*Ellen Lowe  
Oregon Food Bank*

## **Goal 2 – Management of the System**

Improve the efficiency of the transportation system by optimizing operations and management. Manage transportation assets to extend their life and reduce maintenance costs.

## **Goal 3 – Economic Vitality**

Expand and diversify Oregon’s economy by transporting people, goods, services and information in safe, energy-efficient and environmentally sound ways. Provide Oregon with a competitive advantage by promoting an integrated freight system.

## **Goal 4 – Sustainability**

Meet present needs without compromising the ability of future generations to meet their needs from the joint perspective of the environment, economy and communities. Encourage conservation and communities that integrate land use and transportation choices.

## **Goal 5 – Safety and Security**

Build, operate and maintain the transportation system so that it is safe and secure. Take into account the needs of all users: operators, passengers, pedestrians and property owners.

## **Goal 6 – Funding the Transportation System**

Create sources of revenue that will support a viable transportation system today and in the future. Expand ways to fund the system that are fair and fiscally responsible.

## **Goal 7 – Coordination, Communication and Cooperation**

Foster coordination, communication and cooperation between transportation users and providers so various means of transportation function as an integrated system. Work to help all parties align interests, remove barriers and offer innovative, equitable solutions.

# ACHIEVING OUR GOALS: CHALLENGES, OPPORTUNITIES, STRATEGIES

---

Oregon's transportation system will need to evolve by 2030. Our ability to respond as effectively as possible depends on how we maximize transportation efficiency, integrate transportation services and facilities, and increase revenue to develop a sustainable transportation system.

## Challenges

The extra capacity we built into the system in the past has helped Oregon enjoy a transportation system that meets many of today's needs. But the world is changing rapidly, and Oregon's growth is using up its extra capacity. We must do things differently to meet the challenges of the next 25 years so that the next generation can enjoy the same kinds of opportunities and quality of life that we do.

### Challenge: Population

Oregon's population is growing faster than the national average: by 2030, the population is forecast to reach 4.8 million, a gain of 41 percent.

**Implication:** Population and predicted economic growth will increase the demand for transportation and add to the wear and tear on existing infrastructure.

### Challenge: Global Freight Traffic

Oregon competes in the global economy and ranked 10<sup>th</sup> in exports per capita in 2001. The *Oregon Commodity Flow Forecast* (2005) predicts that the total number of tons moved to, from and within Oregon will increase by 80 percent from 1997 to 2030.

**Implication:** A competitive global economy demands flexible, reliable and just-in-time freight movements. The efficient movement of goods and services depends on a well-developed and well-maintained transportation infrastructure.



*"The transportation plan links our quality of life with economic prosperity."*

*John Porter, President and CEO  
AAA Oregon/Idaho*



*The average Portland commuter would spend 17 more hours a year in traffic if not for public transportation.*

### **Challenge: Congestion**

On average, in 2002 urban freeways carried almost double the amount of traffic they carried in 1982. Accidents, stalled vehicles and other incidents cause about 50 percent of travel delay.

**Implication:** Increasing congestion undermines the state's economic competitiveness. As congestion increases, travel time becomes more unreliable. This unreliability increases travel costs and decreases businesses' competitive advantage. Reducing congestion will require improved system operations.

### **Challenge: Oil Prices and Supply**

An uncertain global oil supply and increasing prices will cause unpredictable worldwide economic and transportation changes.

**Implication:** Tighter supplies and higher demand will increase fuel costs. Developing alternative fuel and fuel-efficient vehicles could lessen our dependence on oil.

### **Challenge: Global Warming**

Transportation activities are the second-largest single source of greenhouse gas emissions in Oregon. The Oregon Office of Energy predicts that carbon dioxide emissions in the state will increase by 33 percent from 2000 to 2025, mainly because of increased driving.

**Implication:** Encouraging the use of hybrid, electric and other alternative-fuel engines, increasing public transit, and guiding land use and transportation choices could reduce greenhouse gas emissions.

### **Challenge: Land Use**

In the next 25 years, Oregon faces the challenges of integrating the state and local transportation systems with land uses, managing a shortage of industrial land in areas with access to transportation options, and uncertain development patterns as a result of Measure 37.

**Implication:** If land use planning and the transportation system better support each other, Oregonians could have more options for travel and lower travel times. Businesses could use the most cost-effective transportation option.

---

## Challenge: Security

International and domestic terrorism threatens transportation security.

**Implication:** Responsible security includes improving emergency response; maintaining reliable communications among transportation agencies, law enforcement, rescue and medical services, and the public; and developing cost-effective security measures for the public and freight transportation infrastructure.

## Challenge: Safety

In 2003, 512 people were killed and over 28,000 injured on Oregon's highways and roadways; a total of 591 lives were lost in transportation-related deaths.

**Implication:** Continued attention to engineering, safety education, traffic enforcement and emergency response could reduce crashes, injuries and fatalities. And fewer crashes also reduce congestion.

## Challenge: Institutional Relationships

The mix of public and private ownerships and multiple jurisdictions responsible for various means of transportation impede our ability to reach shared goals.

**Implication:** Managing the system across jurisdictional lines requires interjurisdictional communication and cooperation. The state and local transportation system could function as one system and use technology that operates across boundaries and modes of transportation. When an accident blocks a freeway, the traffic signals on the detour route could be automatically retimed to move traffic around the blockage.



*Oregon was ranked 10<sup>th</sup> in exports per capita in 2001.*



*“Failure to fix potholes and build additional roadways doesn’t just mean a bumpy ride and more time stuck in congestion, it means lost jobs in Oregon.”*

*Tom Zelenka*

*Environmental and Public  
Relations Manager  
The Schnitzer Group*

*Oregon Freight Advisory  
Committee*

## **Challenge: Financing**

In Oregon, funding for transportation is inadequate and uncertain. The motor vehicle fuel tax funds highways and roadways, but over the next 25 years, inflation will reduce the tax’s spending power by 40 percent because the tax is not indexed to inflation. Pressure is mounting to eliminate public funding for Amtrak passenger rail services. Other transportation options face similar challenges.

**Implication:** If we don’t increase funding to counteract reduced spending power, highway and roadway conditions will decline. An efficient, well-maintained transportation system benefits everyone; a system in poor condition increases vehicular wear, accidents and costs. Inadequate and uncertain funding reduces options for air, public transit and rail services, and hinders Oregon’s economy.

We need to draw on our pioneering legacy as we approach today’s transportation challenges, finding creative solutions to meet our economic and community goals.



---

## Opportunities

Although the challenges facing the transportation system are significant, Oregon is positioned to respond to them.

- We have the transportation infrastructure and the geographic position to connect to the international economy.
- Our basic transportation infrastructure is in relatively good condition; we have a solid foundation for maintaining and enhancing the system.
- Sustainability practices are being implemented from farms to urban areas. The state is well-positioned to foster the development of green transportation industries.
- Communities throughout Oregon are using public transit and other alternatives that save fuel; commuting via bicycle is growing. Cities are planning development that expands transportation options.
- Innovative technology is already a part of several metropolitan transportation systems, and its use is spreading to other parts of the state.
- TripCheck, a statewide traveler information web site, allows travelers and shippers to plan their trips to avoid congestion and unsafe traveling conditions.
- State and regional organizations and offices provide forums for addressing the challenges.

Other initiatives are under way to address our critical problems:

- An ODOT task force examined alternatives to the motor fuel tax and is conducting a demonstration project for one alternative. Metro and ODOT are exploring the possibility of pricing roads, including tolling, to fund new improvements.
- The ODOT Office of Innovative Partnerships is examining ways to develop major projects with private sector financing.



*Although the challenges facing the transportation system are significant, Oregon is positioned to respond to them.*



*“Economic growth is important—we must be competitive in a global economy.”*

*Mike Burrill*

*Burrill Real Estate, LLC*

*Chair, Oregon State Aviation Board*

*Oregon Freight Advisory Committee*

*Chair, TRADCO*

- The 2005 Oregon Legislature passed *ConnectOregon*, a funding package to address some of the state’s aviation, marine, public transportation and rail infrastructure needs.
- In the 2005 Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy For Users (SAFETEA-LU), Congress authorized the creation of a National University Transportation Center involving a partnership of Oregon state universities to research critical transportation issues.

Oregon can be a leader in transportation efficiency. Our transportation system can be so effective and reliable that businesses and industries continue to be attracted to the state. We can lead in developing practices that allow us to respond to environmental degradation and lessen the impacts of global warming and peaking of oil supply. The challenges are great, but we have started to meet them.



---

## Strategies

As required by Oregon and federal legislation, the OTP provides overall policy direction and a framework for prioritizing transportation improvements and developing funding for them. It doesn't identify specific projects for development.

The OTP defines key initiatives needed to implement the plan:

**1. Maintain the existing transportation system to maximize the value of the assets.**

Oregon's transportation system is an asset worth billions of dollars. To preserve it, we will need to maintain the state highway system and roadways connecting freight and passenger facilities such as ports, airports and rail terminals. We must preserve intercity, general service and special-needs transportation services throughout the state. We must also preserve passenger rail services both within the Willamette Valley and from California to Washington and work with the aviation industry to preserve the availability of regional air services statewide. And we must work with the Northwest Congressional delegations, federal agencies and the Army Corps of Engineers to assure funding is available for needed river and harbor dredging and for maintenance and repair of jetties that protect shipping lanes and harbors.

**2. Optimize system capacity and safety through information technology and other methods.**

To make Oregon's highways the safest and most efficient, we need to develop a state-of-the-art interactive highway system, improve emergency response, and increase safety through education, enforcement and infrastructure improvements that reduce crashes and transportation-related fatalities.



*“The extra capacity we built in the past helped us get to where we are today. Now we live in a global economy. We need to think differently.”*

*Onno Husing, Director  
Oregon Coastal Zone  
Management Association*



*Integrating transportation and land use makes both work better.*

**3. Integrate transportation, land use, economic development and the environment.**

By coordinating tribal, state, local and regional planning, we could protect transportation facilities, corridors and sites, and facilitate community and economic development. By joining the energy debate as an advocate for Oregon transportation, we could help ensure a reliable, diverse and adequate fuel supply and develop a contingency plan for dealing with fuel shortages.

**4. Integrate the transportation system across jurisdictions, ownerships and modes.**

State agencies, cities, counties, transit districts and the private sector should create decision-making practices to more efficiently and effectively manage, develop and operate the transportation system as a whole. We should develop a coordinated system for maximizing federal funding for transportation improvements.

**5. Create a sustainable funding plan for Oregon transportation.**

The Oregon Transportation Commission should engage the public in creating a sustainable funding plan that outlines clear choices on levels of investment for all means of transportation and all parts of the state. The funding plan should address the funding shortfall that will begin in 2008 as a result of the bond repayment, sources that will keep pace with inflation and alternatives to fuel taxes.

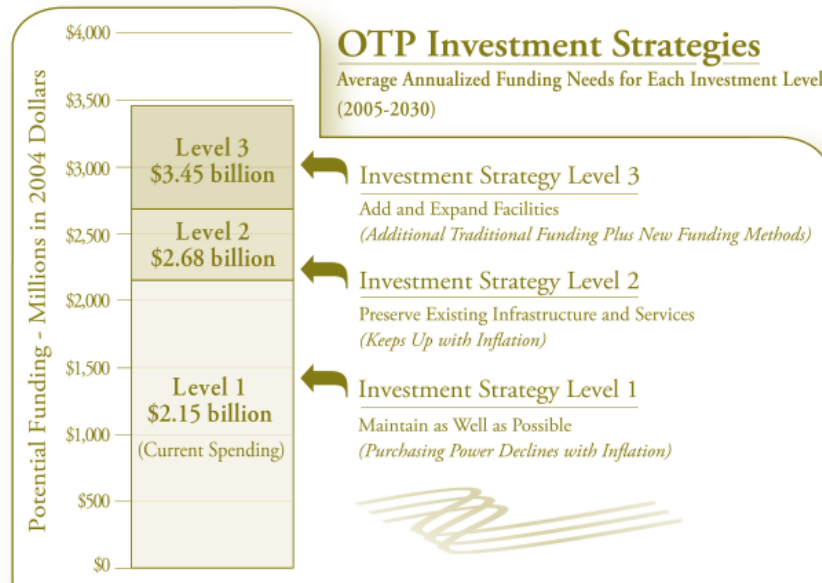
**6. Invest strategically in enhancements to capacity.**

Oregon should define what investments are strategic to the state's livability and economic vitality. OTP analysis supported the following potential investments, but others should be included:

- Build a north-south highway and rail super-corridor.
- Preserve and extend highway, public transportation and rail options in east-west and north-south corridors.
- Expand public transit services.
- Create second-day rail freight service to southern California.
- Expand regional air services, especially air freight services.

## Funding Options

The graphic below illustrates the different types of investments we can make depending on how much funding is available.



*How we optimize and invest in the transportation system will determine the results.*

## Choices

How we optimize and invest in the transportation system will determine the results:

- If we do nothing, the system will deteriorate, providing neither livable communities nor a base for economic development.
- If we increase the current funding to keep up with inflation, we can maintain the system and address major bottlenecks but not add substantially to existing capacity.
- If we judiciously apply new funding to the most serious maintenance and capacity problems while looking for innovative technologies, alternative funding and organizational solutions, we can take good care of the system for the long run.



*“Keeping the system in good condition requires thriftiness and new ways of paying for strategic investments.”*

*Rex Burkholder  
Metro Councilor*

## Outcomes

Here are some possible effects of a transportation plan that would benefit all of Oregon for the next 25 years:

- **Support the 21<sup>st</sup> Century Economy:** Airplanes, pipelines, railcars, ships and trucks depend on smooth connections to each other, to other states and to the world to move freight. The plan aims to transport commodities efficiently and reliably so goods arrive on time.
- **Enhance Livability:** With high fuel prices and global warming, we need more choices for getting around in our communities. The plan supports development of compact communities, which help make shorter trips, walking, bicycling and transit possible.
- **Increase Safety:** Almost 600 Oregonians die each year in transportation-related accidents. The plan supports better traffic enforcement, engineering, education and emergency response, and innovative approaches to reducing the number of deaths.
- **Maintain Our Assets:** Our investment in Oregon’s roadways, bridges, public transit, rail lines, ports and airports is worth billions. The plan strives to maintain our existing transportation system to maximize the value of these assets.
- **Expand Capacity Strategically:** The demand for new highway capacity, and air, bus, port and rail services is greater than we can fund. The plan would invest in the improvements that are most important to our communities and our economy.



---

## Shape the Future!

The OTP outlines conditions and issues affecting Oregon's future and suggests next steps. To come up with a comprehensive, long-range solution that will guide the development of and investment in Oregon's transportation system for the next 25 years, we need your input.

The draft version of the OTP is available for citizens' comments through March 1, 2006. To view the draft plan, find out about public meetings scheduled in your area, or respond to a survey, go to [www.oregon.gov/ODOT/TD/TP/ortransplanupdate.shtml](http://www.oregon.gov/ODOT/TD/TP/ortransplanupdate.shtml).

The Oregon Transportation Commission is expected to adopt the plan in Summer 2006 following a public hearing.



*To view the draft plan, find out about public meetings scheduled in your area, or respond to a survey, go to [www.oregon.gov/ODOT/TD/TP/ortransplanupdate.shtml](http://www.oregon.gov/ODOT/TD/TP/ortransplanupdate.shtml).*





*More than 60  
Oregonians, serving  
on four committees,  
developed the draft plan.*

*Transportation photos provided by ODOT,  
Lane Transit District and the Port of  
Portland.*

## Steering Committee Members

Chairperson: Gail Achterman, Director, Institute for Natural Resources, Oregon State University; and Commissioner, Oregon Transportation Commission

Rex Burkholder, Metro Councilor

Mike Burrill, Burrill Real Estate, LLC; Chair, Oregon State Aviation Board; Oregon Freight Advisory Committee; and Chair, TRADCO

Pat Egan, Government Relations Manager, Port of Portland

Onno Husing, Director, Oregon Coastal Zone Management Association

Ellen Lowe, Oregon Food Bank

Jim Lundy, Professor, Oregon State University

Mike Marsh, Deputy Director, ODOT

Mike McArthur, Executive Director, Association of Oregon Counties

John Porter, President and CEO, AAA Oregon/Idaho

Mary Jane Rose-Guyer, former Mayor, City of Haines

Tom Schwetz, Transportation Program Manager, Lane Council of Governments

Duncan Wyse, President, Oregon Business Council

Bruce Warner, Director, and Lorna Youngs, Interim Director, ODOT

Tom Zelenka, Environmental and Public Relations Manager, The Schnitzer Group; and Chair, Oregon Freight Advisory Committee

## Oregon Transportation Commission

Chairperson: Stuart Foster

Gail Achterman

Michael Nelson

Randall "Randy" Papé

Janice Wilson

*The goal of the Oregon  
Transportation Plan is to  
provide a safe, efficient and  
sustainable transportation  
system that enhances  
Oregon's quality of life and  
economic vitality.*

