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1. PURPOSE AND NEED

The Portland-Milwaukie Light Rail Project Supplemental Draft Environmental Impact Statement (SDEIS) focuses on a proposal to extend light rail in the final segment of the South Corridor Project in the Portland, Oregon metropolitan area. Figure 1.1-1 shows the regional setting for the proposed project, and Figure 1.1-2 shows the regional high capacity transit system.

In 2003, the Metro Council identified a Locally Preferred Alternative (LPA) calling for two phases of light rail investment in the South Corridor. The LPA selection followed the publication of the South Corridor Project SDEIS in December 2002. Phase I of the South Corridor LPA was the I-205/Portland Mall project, which released a Final EIS in November 2004 and is now under construction. Phase II is the light rail segment between downtown Portland and Milwaukie, and it would connect directly to Phase I’s Portland Mall segment at Portland State University.

The region’s decision to select light rail for the South Corridor and move forward in two phases of investment is documented in the South Corridor Project LPA Report (Metro, April 2003). The South Corridor I-205/Portland Mall FEIS of 2004 further confirmed the LPA’s selection of light rail for the Portland-Milwaukie corridor.

The Portland-Milwaukie Light Rail Project SDEIS builds on the South/North Corridor Project Draft Environmental Impact Statement (DEIS), which was issued by the Federal Transit Administration (FTA) and Metro in February 1998. The South/North Corridor project proposed a major transit capital investment from Vancouver, Washington to downtown Portland and Clackamas County. The Portland-Milwaukie Light Rail Project SDEIS also incorporates findings developed through the South Corridor Project Supplemental Draft Environmental Impact Statement (SDEIS), which was issued in December 2002 and included light rail alternatives connecting downtown Portland and north Clackamas County. Chapter 2, Alternatives Considered, provides more details about the project’s planning history.
Regional Setting

- Project Study Corridor
- Light Rail alternative
- County Line
- Urban Growth Boundary
- Freeway

Portland-Milwaukie Light Rail Project
Portland - Milwaukie Light Rail Project

Regional Setting with Regional Rail System

Figure 1.1-2

High Capacity Transit
- MAX Blue Line
- MAX Red Line
- MAX Yellow Line
- MAX Green Line
- WES Commuter Rail
- Portland Streetcar
- Portland Aerial Tram
- Columbia River Crossing
- Portland-Milwaukie
- Lake Oswego to Portland
- Portland Streetcar Loop Project

2040 Growth Concept
- Central City
- Regional Center
- Town Center
- Station Community
- Station Community Core
- Urban Growth Boundary

* Ruby Junction is an operations and maintenance facility located in Gresham near SE 199th Avenue and SE Burnside Street. For more information see Appendix H: Conceptual Design Information.
This chapter describes the project’s purpose and the need to complete the light rail segment between Portland and Milwaukie. It provides a geographical and demographic description of the corridor, and presents a description of the corridor’s existing transportation system. It also includes an overview of historic and projected population and employment growth, a description of the existing and projected traffic congestion in the corridor, a summary of the existing and projected impacts of congestion on the operation of the transit system in the corridor, an overview of the land use policies that affect the corridor transportation network, an overview of how state, regional and local transportation policies affect the corridor, and a summary of the project’s goal and objectives.

1.1 STATEMENT OF THE PORTLAND-MILWAUKIE LIGHT RAIL PROJECT’S PURPOSE AND NEED

The purpose leading to the proposed light rail investment was originally defined by the South/North Corridor Project DEIS in 1998. The purpose and need was updated with the South Corridor Draft SEIS in December 2002 and the subsequent South Corridor LPA decision in 2003. The purpose is:

To implement a major transit improvement in the South Corridor that maintains livability in the metropolitan region, supports land use goals, optimizes the transportation system, is environmentally sensitive, reflects community values, and is fiscally responsive.

Since the Phase I investment for the South Corridor is nearly complete, Phase II focuses on the remaining need to develop light rail within the Portland-Milwaukie corridor. The need for a major transit investment in the Portland-Milwaukie Project Corridor is identified as:

- Historic and projected rapid population and employment growth in the corridor, which creates an unmet demand for increased travel choices and transit capacity
- High levels of existing traffic congestion and travel delay in the corridor and deteriorating travel conditions in the future
- The need for high-quality transit service in the corridor to achieve regional and local land use objectives.

1.1.1 Project Goals and Objectives

The goals and objectives established for the Portland-Milwaukie Light Rail Project derive from the purpose and need statement described above. These goals and objectives were first articulated in the South/North Transit Corridor Study, and have been refined through the South Corridor Project SDEIS, the selection of the 2003 LPA, and the decision to implement light rail in the South Corridor project in two phases.

The goals and objectives for the South Corridor are to:

- Provide high-quality transit service in the corridor
- Ensure effective transit system operations in the corridor
- Maximize the ability of the transit system to accommodate future growth in travel demand in the corridor
• Minimize traffic congestion and traffic infiltration through neighborhoods in the corridor
• Promote regionally agreed upon land use patterns and development in the corridor
• Provide for a fiscally stable and financially efficient transit system
• Maximize the efficiency and environmental sensitivity of the engineering design of the proposed project

The goals and objectives for the South Corridor continue to apply to the Portland-Milwaukie project. In this SDEIS they help guide the evaluations of how to refine and optimize the light rail alternative selected for the Locally Preferred Alternative in 2003.

1.2 HIGH CAPACITY TRANSIT AND THE REGIONAL STRATEGY FOR MANAGING GROWTH

Oregon state law requires that the urban areas define “urban growth boundaries” that contain sufficient land to accommodate expected growth for 20 years. State law also requires that county governments prohibit or sharply restrict the type and density of development allowed outside the urban growth boundary (UGB). The Portland metropolitan region has had a defined strategy for managing growth and providing effective transportation within an adopted UGB since 1979. Metro’s *Regional Urban Growth Goals and Objectives* define the *Region 2040 Growth Concept* (see Figure 1.2-1), which is directly linked to the *Regional Transportation Plan* (RTP). The RTP identifies the projects and transportation measures needed to meet the demand for future growth, and it includes the Portland-Milwaukie Light Rail project.

This linked land use/transportation policy approach is critical to managing the UGB and achieving the focused development patterns that are needed to achieve the regional goals and objectives. The plan is designed to accommodate 720,000 additional residents into the Oregon portion of the region, while limiting the expansion of the UGB.

The 2040 Growth Concept was created by Metro in cooperation with its local government partners. The 2040 Growth Concept seeks to accommodate growth in a compact urban form, which reduces conversion of natural and rural lands. The concept includes strategies to protect and support existing residential neighborhoods, make more efficient use of existing urban lands, reduce dependence on the automobile, and encourage mixed-use development in centers and corridors. Centers and corridors are the areas within the existing urban growth boundary where much of the expected growth is to be accommodated.

The Central City in downtown Portland is the region’s high-capacity transit hub, serving current and future connections to regional centers and town centers. The role of the Portland Central City as the region’s financial, cultural, tourism, retail, and commercial center is reinforced by the Regional 2040 Growth Concept. It designates several “regional centers” and defines them as mixed-use areas consisting of high-density employment and residential developments served by high-capacity transit. The *Region 2040 Growth Concept* also designates “town centers” and defines them as smaller and slightly less dense than the regional centers. Within or adjacent to the corridor, the area around the Clackamas Town Center and the central area of Oregon City are designated as regional centers. The central area of Milwaukie, central Gladstone, the Lents district, and nearby Lake Oswego and West Linn are designated as town centers.
Figure 1.2-1

2040 Growth Concept

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Portland - Milwaukie Light Rail Project

Legend

- Central City
- Regional Centers
- Town Centers
- Employment Areas
- Station Community
- Station Community Core
- Potential Regional Throughways
- Green Corridors
- Planned & Existing Light Rail Lines
- Proposed Light Rail Alignments
- Potential HCT Facilities

- Farm and Forest Land
- Rural Residential
- Low Density Residential
- High Density Residential
- Commercial
- General Commercial
- Public Facility
- Light Industrial
- Heavy Industrial
- Parks and Open Space
- Vancouver City Center
- Medium Density Residential
- Activity Centers
- Town Centers
- Rural Reserves

- Metropolitan Region
- Town Centers
- Inner Neighborhoods
- Outer Neighborhoods
- Employment Areas
- Station Community
- Station Community Core
- Potential Regional Throughways
- Green Corridors
- Planned & Existing Light Rail Lines
- Proposed Light Rail Alignments
- Potential HCT Facilities

- Clark County
- Medium Density Residential
- Activity Centers
- Farm and Forest Land
- Rural Residential
- Low Density Residential
- High Density Residential
- Commercial
- General Commercial
- Public Facility
- Light Industrial
- Heavy Industrial
- Parks and Open Space
- Vancouver City Center
- Medium Density Residential
- Activity Centers
- Town Centers
- Rural Reserves

- Vancouver City Center
- Activity Centers
- Farm and Forest Land
- Rural Residential
- Low Density Residential
- High Density Residential
- Commercial
- General Commercial
- Public Facility
- Light Industrial
- Heavy Industrial
- Parks and Open Space
- Vancouver City Center
- Medium Density Residential
- Activity Centers
- Town Centers
- Rural Reserves

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- Light Rail Stations
- Potential Light Rail Stations
- International Airports
- Regional Airports
- Terminals
- Rail Distribution Network
- Resource Land
- Rural Reserves
- Park
- Urban Growth Boundary
- Neighboring Cities
- Green Corridors
- Planned & Existing Light Rail Lines
- Proposed Light Rail Alignments
- Potential HCT Facilities

- Miles

- Portland - Milwaukie
- Light Rail Project

- 2040 Growth Concept

- November 2007
1.3 DESCRIPTION OF THE PORTLAND-MILWAUKIE PROJECT CORRIDOR

The Portland-Milwaukie Project Corridor is shown in Figure 1.3-1, which also shows the corridor’s transportation system. The corridor is located in the Portland, Oregon metropolitan region, the population and economic center of an extensive area that includes southern Washington and much of Oregon. The Portland-Vancouver metropolitan area incorporates the urban portion of three Oregon counties (Multnomah, Clackamas and Washington) and the urban portion of Clark County, Washington. Portland, Oregon, is the largest city in the region and is located at its geographic center. The Portland-Milwaukie Project Corridor is generally defined as the “travel-shed” between the urbanized portion of Clackamas County, Oregon City, Milwaukie, and the Portland Central City.

The corridor consists of the cities of West Linn, Oregon City, Gladstone, and Milwaukie; a significant portion of southeast Portland; South Portland District (south of the central business district [CBD]); and the Portland Central City (including the CBD and Central Eastside Industrial District (CEID)).

1.3.1 Description of the Transportation System

The project corridor shown in Figure 1.3-1 includes two interstate highways: I-5 and I-205 with connections to I-405. Two interstate bridges cross the Willamette River near downtown Portland: the I-5/Marquam Bridge (south) and the I-405/Fremont Bridge (north). Between the interstate bridges, there are six bridges that connect the local street systems between downtown and Portland’s eastside. South of the Marquam Bridge, there are only two bridges across the Willamette River between the South Waterfront of downtown Portland and Milwaukie: the Ross Island Bridge and the Sellwood Bridge.

SE McLoughlin Boulevard (Highway 99E) is the only major highway serving north/south travel in the corridor. It provides the primary access between Downtown Portland, the inner SE Portland neighborhoods, the City of Milwaukie, the Oak Grove and Oak Lodge neighborhoods, the City of Gladstone and the City of Oregon City. Near the southern end of the corridor, Highway 224 connects SE McLoughlin Boulevard to the Clackamas Regional Center area to the east.

Other major transportation facilities in the corridor include the Union Pacific Railroad (UPRR) main line, which runs through the corridor on the east side of the Willamette River. The line runs through the Central Eastside Industrial District (CEID) into Brooklyn Yard near SE Holgate Boulevard, continues south into Milwaukie, and then turns east just north of Highway 224 and parallels SE Railroad Avenue.

Bus and light rail service within the corridor is provided by TriMet. TriMet operates five bus lines on SE McLoughlin Boulevard. These bus lines connect the Portland CBD with Milwaukie, Clackamas Regional Center, and Oregon City.
TriMet’s light rail service (i.e., the Metropolitan Area Express or MAX, shown in Figure 1.1-2) includes the Blue Line between Gresham, the Portland Mall in downtown Portland, and Hillsboro, and the Red Line between the Portland International Airport, downtown Portland, and Beaverton. The Yellow Line (i.e., Interstate MAX) provides light rail service between the Portland Mall and the Expo Center in North Portland. The Yellow Line connects with the Blue Line and the Red Line at the Rose Quarter Transit Center. The Blue and Red Lines connect at the Gateway Transit Center. In 2009, TriMet is scheduled to open the Green Line (part of the South Corridor Phase I project) with service from the Portland Mall to the Clackamas Regional Center via I-205. The Green Line will connect to the Blue and Red Lines at the Gateway Transit Center. The proposed Portland-Milwaukie LRT line would be an extension of the Yellow Line and would connect at the Portland Mall along 5th and 6th Avenues.

The Portland Aerial Tram operates between South Portland to the Oregon Health & Science University (OHSU) campus on SW Sam Jackson Park Road on Marquam Hill. Marquam Hill also houses the OHSU Hospital, the Shriners Hospital for Children, the Portland Veterans Affairs Medical Center, and other medical facilities. The tram provides an alternative mode of transportation between South Portland and Marquam Hill, which has a limited street network.

The City of Portland operates a streetcar in downtown Portland, with existing and planned sections that are within the light rail corridor. The streetcar runs on both NW Northrup and NW Lovejoy Streets from NW 23rd Avenue through downtown Portland via SW 10th and 11th Avenues and terminates at SW Lowell Street in South Waterfront, providing a connection to the Portland Aerial Tram. The streetcar has over seven miles of track. The City of Portland and TriMet are currently developing the Portland Streetcar Loop Project, which would extend the streetcar system across the Broadway Bridge and along SE Grand Avenue and SE Martin Luther King Jr. Boulevard to the Oregon Museum of Science and Industry (OMSI) on SE Water Avenue. The proposed LPA has 6.7 miles of new streetcar track and 18 new streetcar stations.

1.4 GROWTH IN THE REGION AND THE PROJECT CORRIDOR

High rates of population and employment growth have occurred within the Portland-Vancouver Standard Metropolitan Statistical Area (SMSA) and in the corridor, and this growth is expected to continue.

The historic and future growth in employment and households:

- Results in deteriorating travel conditions
- Creates a demand for additional transit service
- Creates opportunities for high-density development nodes that could be well served by light rail transit alternatives
1.4.1 Portland-Vancouver Metropolitan Area

Over the past 30 years, the population within the four-county Portland-Vancouver metropolitan area has grown by approximately 76 percent, from 1,106,800 people in 1975 to 1,946,000 people in 2005. By 2030, the region will need to accommodate nearly one million more residents.

Since 1980, the rate of employment growth in the Portland-Vancouver metropolitan region has been almost 50 percent greater than the national average. In 30 years, the employment in the region increased by approximately 113 percent, from 441,500 jobs in 1975 to 941,600 jobs in 2005. During the late 1980s, the region’s employment grew rapidly, ranking fourth fastest in the country and averaging about 27,300 net new jobs per year from 1985 to 1990. Employment growth slowed in the early 1990s during a short national recession. In the late 1990s the region again experienced strong job growth, with an average increase of about 32,200 net new jobs from 1993 to 1998, reflecting about a 4 percent annual growth rate. By 2030, the region expects to see 750,000 more jobs.

This pattern of ebb and flow has continued through the current decade, with periods of more rapid growth interspersed with periodic slowdowns. Long range forecasts through the year 2030 take these cycles into account, but the region continues to expect growth that exceeds the national average.

Table 1.4-1 shows the population and employment history in the SMSA for 1975, 1985, 1995, and 2005 (most recent available year). It also provides regional forecasts for growth through the year 2030.

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>Employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1975</td>
<td>1,106,800</td>
<td>441,500</td>
</tr>
<tr>
<td>1985</td>
<td>1,289,200</td>
<td>562,000</td>
</tr>
<tr>
<td>1995</td>
<td>1,623,500</td>
<td>809,900</td>
</tr>
<tr>
<td>2005</td>
<td>1,946,000</td>
<td>941,600</td>
</tr>
<tr>
<td>2030</td>
<td>2,288,000</td>
<td>1,691,860</td>
</tr>
</tbody>
</table>

Metro DRC, November 2007.

1 Clackamas, Multnomah and Washington Counties in Oregon and Clark County in Washington.  
2 Source: U.S. Census  
3 Source: Bureau of Labor Statistics  
4 Source: Metro Forecasts

1.4.2 Future Growth in the Portland-Milwaukie Project Corridor

The Portland-Milwaukie Project Corridor includes portions within Clackamas County and portions within the Portland Central City. Figures 1.4-1 and 1.4-2 map the projections of household and employment growth by 2030 for areas within the corridor.
## Percent Change in Forecasted Households, 2005-2030

<table>
<thead>
<tr>
<th>District</th>
<th>2005</th>
<th>2030</th>
<th>Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Portland CBD</td>
<td>13,010</td>
<td>32,540</td>
<td>150%</td>
</tr>
<tr>
<td>2. Lloyd Dist./Central Eastside</td>
<td>6,100</td>
<td>11,670</td>
<td>91%</td>
</tr>
<tr>
<td>3. South Portland</td>
<td>2,250</td>
<td>7,210</td>
<td>221%</td>
</tr>
<tr>
<td>4. Inner SE Portland</td>
<td>14,050</td>
<td>14,500</td>
<td>3%</td>
</tr>
<tr>
<td>5. Milwaukie</td>
<td>18,180</td>
<td>20,480</td>
<td>13%</td>
</tr>
<tr>
<td>6. Gladstone</td>
<td>15,440</td>
<td>16,170</td>
<td>5%</td>
</tr>
<tr>
<td>7. West Linn</td>
<td>6,180</td>
<td>10,840</td>
<td>76%</td>
</tr>
<tr>
<td>8. Oregon City</td>
<td>10,344</td>
<td>24,680</td>
<td>139%</td>
</tr>
<tr>
<td>9. Outer Clackamas County</td>
<td>6,800</td>
<td>8,830</td>
<td>30%</td>
</tr>
</tbody>
</table>

**Portland-Milwaukie Light Rail Project**

**Figure 1.4-1**

**Percent Change in Forecasted Households, 2005-2030**

- Yellow: 0-10%
- Light Yellow: 10-50%
- Orange: 50-100%
- Brown: 100-200%
- Dark Brown: +200%

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Percent Change in Forecasted Employment, 2005-2030

<table>
<thead>
<tr>
<th>District</th>
<th>2005</th>
<th>2030</th>
<th>Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Portland CBD</td>
<td>101,200</td>
<td>139,770</td>
<td>38%</td>
</tr>
<tr>
<td>2. Lloyd Dist./Central Eastside</td>
<td>40,430</td>
<td>55,340</td>
<td>37%</td>
</tr>
<tr>
<td>3. South Portland</td>
<td>25,730</td>
<td>41,030</td>
<td>59%</td>
</tr>
<tr>
<td>4. Inner SE Portland</td>
<td>18,900</td>
<td>23,420</td>
<td>24%</td>
</tr>
<tr>
<td>5. Milwaukie</td>
<td>21,830</td>
<td>30,150</td>
<td>38%</td>
</tr>
<tr>
<td>6. Gladstone</td>
<td>10,320</td>
<td>13,900</td>
<td>35%</td>
</tr>
<tr>
<td>7. West Linn</td>
<td>6,550</td>
<td>12,920</td>
<td>97%</td>
</tr>
<tr>
<td>8. Oregon City</td>
<td>9,120</td>
<td>15,850</td>
<td>74%</td>
</tr>
<tr>
<td>9. Outer Clackamas County</td>
<td>3,050</td>
<td>4,930</td>
<td>62%</td>
</tr>
</tbody>
</table>
Between 2005 and 2030, households in the corridor are expected to increase by 59 percent, which is higher than the Metro region-wide household growth of 48 percent. Employment in the corridor is projected to increase by 42 percent between 2005 and 2030, which is lower than the region-wide average. The corridor’s faster growth in households and slower growth in jobs will increase the demand for commute trips to destinations outside the corridor. At the same time, there will be fairly robust growth in population and employment in several areas along the corridor, as well as in nearby centers with existing light rail service, increasing overall demand for effective transportation services.

1.4.2.1 Portland Central City

Portland’s Central City includes the downtown area/Central Business District (CBD) and the Central Eastside Industrial District (CEID)/Lloyd District/Rose Quarter. The Portland Central City contains the largest concentration of employment in the region. As of 2005, the Portland Central City contained 141,600 jobs and 19,100 households. As shown in Figure 1.4-2, employment in the Portland Central City is expected to grow by about 38 percent over 25 years, reaching a total of 195,100 jobs by 2030. The number of households is expected to grow to 44,200 over the same period.

The Central City also includes the rapidly developing area of South Waterfront. Between 2004 and 2007, several residential towers and OHSU’s Center for Health and Healing opened in South Portland, which is connected to OHSU’s campus on Marquam Hill by the Portland Aerial Tram. The Zidell Industries and OHSU, the major property owners in the district, are planning for a major redevelopment and a campus expansion on their properties. OHSU is planning a 19-acre campus that would include teaching facilities, student housing, and classrooms. Zidell Industries is planning a 6-acre major redevelopment of its current barge-building industrial site. As of 2005, South Portland contained about 25,700 jobs and about 2,200 households. Employment in South Portland is expected to grow by about 59 percent over 25 years and total about 41,000 jobs by 2030. The number of households in the district is expected to grow by about 5,000, reaching around 7,200 households by 2030, a threefold increase over 2005.

The connections to be provided between the South Waterfront and Marquam Hill are intended to maximize the use of transit. OHSU limits parking, for employees and students, and the three major employers on Marquam Hill (OHSU, Shriners Hospital for Children, and Portland Veterans Affairs Medical Center) have more than 50 percent of their employees using public transit. Likewise, in South Waterfront, development plans include restricting access to parking. As a result, the expected mode split is 20 percent transit and 40 percent non-auto trips (biking and walking).

1.4.2.2 Inner SE Portland

The portion of southeast Portland that is in the corridor currently contains a high density of housing units. Employment in the district is at 18,900 jobs and is expected to grow by 24 percent to about 23,400 jobs by 2030 (Figures 1.4-1 and 1.4-2).
1.4.2.3 City of Milwaukie

All of the City of Milwaukie is inside the corridor. As of 2005, Milwaukie contained about 21,800 jobs and about 18,200 households. Employment in Milwaukie is expected to grow by about 38 percent over 25 years and total about 30,100 jobs by 2030 (Figure 1.4-2). The area currently contains a relatively high number of households and is expected to grow by about 13 percent and reach around 20,500 households by 2030 (Figure 1.4-2).

Milwaukie serves as a major travel market for auto and transit trips in the corridor. Downtown Milwaukie is a major transit hub and is served by 10 bus lines, including two Frequent Service Lines.

1.5 THE EFFECT OF TRAFFIC CONGESTION AND VEHICLE DELAY ON THE PORTLAND-MILWAUKIE PROJECT CORRIDOR

Over the past two decades, traffic volumes on the corridor’s regional roadways have increased significantly. High levels population and employment growth are expected to worsen conditions.

Table 1.5-1 shows how traffic volumes have grown on SE McLoughlin Boulevard, the primary roadway serving the corridor. From 1985 to 2005, traffic volumes grew from 22 percent at I-205 to 66 percent at Highway 224 in Milwaukie.

| Table 1.5-1: Historic Growth in Portland-Milwaukie Project Corridor Traffic Volumes |
|---------------------------------|-----------------|-----------------|-----------------|-----------------|
| SE McLoughlin Boulevard at:     |                 |                 |                 |                  |
| SE 17th Avenue                  | 39,000          | 45,000          | 48,000          | 23%              |
| Highway 224                     | 31,100          | 48,600          | 51,700          | 66%              |
| I-205                           | 32,700          | 35,300          | 40,000          | 22%              |

Source: Oregon Department of Transportation, 2005.

Increasing traffic in the corridor will likely cause deteriorating roadway conditions over the next two decades. Figure 1.5-1 shows VMT growth from 2005 to 2030 by district within the corridor. This VMT growth will more than double the miles of major roads in the corridor that are congested (i.e., roadways that have volumes in excess of 90 percent of their design capacity). Some of the districts within the corridor are projected to be much more congested by 2030. Congestion in South Portland (district 3) is projected to grow by more than 70 percent by 2030. Congestion in Milwaukie (district 5) is expected to more than double by 2030. Throughout the corridor, VMT increases by nearly 25 percent, while congested road miles more than double.

Figure 1.5-2 shows how growth in the South Corridor will create greater transportation than the primary roadway facilities can effectively manage. By 2030, many locations on SE McLoughlin Boulevard will have a projected demand that would exceed the roadway’s capacity. This would
Portland-Milwaukie Light Rail Project

Vehicle Miles Traveled (VMT) Projected Change, 2005-2030

<table>
<thead>
<tr>
<th>District</th>
<th>2005</th>
<th>2030</th>
<th>Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Portland CBD</td>
<td>107,120</td>
<td>140,260</td>
<td>30.9%</td>
</tr>
<tr>
<td>2. Lloyd Dist./Central Eastside</td>
<td>173,880</td>
<td>196,650</td>
<td>13.1%</td>
</tr>
<tr>
<td>3. South Portland</td>
<td>67,860</td>
<td>80,550</td>
<td>18.7%</td>
</tr>
<tr>
<td>4. Inner SE Portland</td>
<td>96,650</td>
<td>101,090</td>
<td>4.6%</td>
</tr>
<tr>
<td>5. Milwaukie</td>
<td>110,650</td>
<td>133,210</td>
<td>20.4%</td>
</tr>
<tr>
<td>6. Gladstone</td>
<td>52,720</td>
<td>68,770</td>
<td>30.4%</td>
</tr>
<tr>
<td>7. West Linn</td>
<td>45,240</td>
<td>65,320</td>
<td>44.4%</td>
</tr>
<tr>
<td>8. Oregon City</td>
<td>130,000</td>
<td>170,000</td>
<td>30.8%</td>
</tr>
<tr>
<td>9. Outer Clackamas County</td>
<td>86,020</td>
<td>126,480</td>
<td>47.0%</td>
</tr>
</tbody>
</table>

Figure 1.5-1

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Portland-Milwaukie Light Rail Project

2-Hour P.M. Peak Conditions in the Corridor, 2005-2030

Demand/Capacity at Selected Locations

- Yellow: between 0.8 and 0.9
- Orange: between 0.9 and 1.0
- Red: greater than 1.0

Figure 1.5-2

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increase travel times and delays for drivers as well as for freight and bus transit. As travel demand on SE McLoughlin Boulevard exceeds capacity, more trips would also divert onto neighborhood arterials, creating additional congestion and delay. Increased congestion and travel times would diminish schedule reliability for bus transit, and could lower its ability to attract riders. These factors could cause TriMet to consider increases in service hours, operating costs, and the size of its bus fleet in order to maintain a constant level of service and operating efficiency.

1.6 STATE, REGIONAL, AND LOCAL PLANNING AND POLICY FRAMEWORK

In addition to state requirements for managing growth within an urban growth boundary, there is an established framework of state, regional and local plans and policies that emphasize the link between land use and transportation decisions.

In 1991, to strengthen the connections between land use policies and transportation policies, the state developed the Transportation Planning Rule (TPR) to implement Statewide Planning Goal 12, Transportation. The TPR requires cities and counties to:

- Consider changes to land use densities and designs as a way to meet transportation needs
- Adopt changes to their subdivision and development ordinances to encourage more transit- and pedestrian-friendly development and street patterns
- Amend their comprehensive plans to allow transit-oriented developments along transit routes

Regionally and within the project corridor, there has been extensive public and private investment in support of these policies. For instance:

- The 2040 Growth Concept calls for accommodating urban growth in centers and corridors, and for connecting centers with high-capacity transit, preferably light rail transit, the predominant high-capacity transit system in the region.
- The Portland-Milwaukie Project Corridor has land use development patterns that support transit use and a town center that is midway between the Portland Central City and Oregon City Regional Center.
- The 2040 Growth Concept includes potential light rail stations from the Portland Central City south to Milwaukie, roughly along SE McLoughlin Boulevard (Highway 99E), and also shows potential high-capacity transit from Milwaukie Town Center to Oregon City Regional Center.

Finally, all applicable local and regional land use plans and policies in the Oregon portion of the region have been formulated on, among other things, providing high-capacity transit in regional corridors such as the South Corridor, which includes the Portland-Milwaukie Project Corridor. Land use designations, zoning patterns, and water, sewer, and other infrastructure plans and investments in all local jurisdictions have been located and sized on development forecasts in high-capacity transit corridors.
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