

CHAPTER 1

GUIDING TENETS AND PLANNING FRAMEWORK

All of Gresham’s residents, neighbors and visitors, whether as pedestrians, bicyclists, motorists, transit riders or large freight and service drivers, rely upon a transportation network that’s safe, efficient and accessible. This document, Gresham’s 2035 Transportation System Plan (TSP), is a 20-year blueprint for implementing this multimodal transportation network. It establishes policies and provides strategies that support the development of Gresham as an economically vital and livable community.



A pedestrian walks along NW Eastman Parkway in downtown Gresham.

A key objective of the TSP is to create a balanced transportation system where pedestrians, bicyclists and motorists have equal opportunity to get around. The TSP also identifies strategies to facilitate freight and goods movement, improve neighborhood connections and provide an adequate funding forecast.

The TSP not only provides the framework for addressing the transportation needs for Gresham’s diverse and vital community, but is also consistent with state, regional and surrounding local plans.

Gresham City Council adopted the City’s first TSP in 2002. From 2002 to 2013, that 2020 TSP served the Gresham community in the development of its multimodal transportation system. During that period Gresham and the region experienced substantial growth and change:

- Gresham’s population grew.
- Gresham adopted the Springwater, Pleasant Valley and Kelley Creek Headwaters Plan Areas, which include transportation infrastructure plans for each of these new communities.
- Gresham obtained jurisdiction from the Oregon Department of Transportation (ODOT) and Multnomah County of all roads within its boundary with the exception of Interstate 84 and Highway 26 south of Powell Boulevard.
- Regionally, in 2010 an update to the Regional Transportation Plan was adopted by Metro, the regional Metropolitan Planning Organization.



Transit riders board the MAX Blue Line at Gresham City Hall.

Accordingly, Gresham began updating its TSP in summer 2010. The update included major review and refinement of the 2002 document, as well as the transportation components of the Springwater, Pleasant Valley and Kelley Creek Headwaters concept plans. Those plans address areas that are planned for future annexation into the City of Gresham. The update process included extensive citizen involvement from a wide spectrum of Gresham’s citizens and its regional partners to ensure the TSP meets the community’s vision for its transportation system.

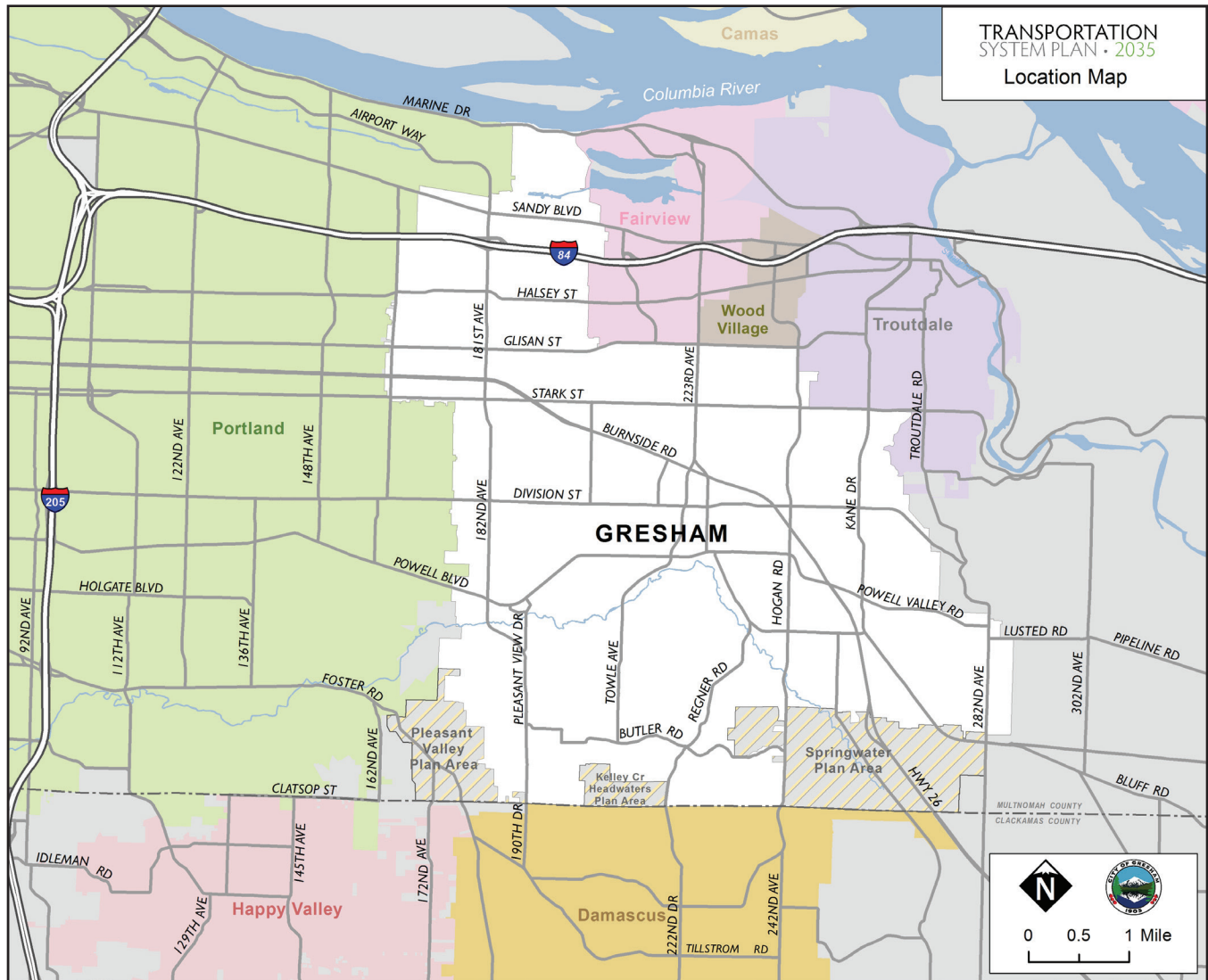
VISION

Gresham's Transportation System Plan will support the growth and development of the city of Gresham as an economically vital and livable community by providing its residents and all transportation system users' safe, pleasant and convenient access and travel within, to and through the city.

The vision statement, created with citizen input in the 2002 and 2035 TSP public processes, drives the guiding principles and goals for Gresham's multimodal transportation network in the 2035 TSP.



Wayfinding signage throughout Gresham provides bicyclists pleasant travel through the city.



Map 1: Study Area Location Map

GUIDING PRINCIPLES

- Ensure the transportation system provides a safe, secure and attractive travel experience that supports livability and community interaction.
- Ensure access and mobility by increasing multimodal travel options and providing a continuous, interconnected transportation system.
- Facilitate development of a transportation system that aligns with adopted local and regional land use plans, is responsive to the surrounding community and is cost effective to develop and maintain.

These guiding principles provide a bridge between the vision statement and the more specific policies and strategies in Chapter 4.



Purchasing a MAX light rail ticket in Gresham. A TSP goal is easy accessibility to reaching destinations.

GOALS

The TSP's vision is further defined by the following goals that are explicit themes woven through the TSP's system plans, policies, action measures, project list and funding forecast.

The TSP aims to ensure:

- **Accessibility** – The ability to reach desired goods, services, activities and destinations with relative ease, within a reasonable time, at a reasonable cost and with reasonable choices.
- **Economic Development** – Constructing and maintaining a transportation system that supports new business as well as business retention, expansion and relocation.
- **Efficiency** – Constructing and maintaining a transportation system that performs and functions as fluidly as possible.
- **Environmental Stewardship** – Meeting the needs of the present generation without compromising future needs and resources
- **Healthy Equity** – Promoting health with adequate biking and walking routes and trails among all transportation system users
- **Livability** – Tying the quality and location of transportation facilities to broader opportunities such as access to good jobs, affordable housing, quality schools and safe streets.
- **Mobility** – The ability to move people and goods to destinations efficiently and reliably.
- **Safety** – Minimizing dangers or risks in the transportation system so users feel safe driving, biking, walking and taking transit.
- **Sustainable Funding** – Ensuring the establishment of funding mechanisms sufficient to support the continuous and safe operation of the transportation system.

Kent Sparby, Freight Expert panelist and City of Gresham Transportation Subcommittee member, summed up the ideal transportation system from a freight perspective: “Continuous movement.” While specific to freight movement, Sparby’s comment is transferable to all travel modes. How does Gresham’s transportation system continue to support the movement of people and goods? How does it provide travel choices? How does it support the city’s land uses today and tomorrow? Following the vision, guiding principles and goals, this TSP is the policy and implementation guide to ensure continuous movement.

CITIZEN INVOLVEMENT

Transportation System Plan: Citizens of Gresham played an integral role in the TSP update through several venues.

Transportation Subcommittee: The Transportation Subcommittee advises the City Council and City staff on transportation and traffic issues, federal, state and local policies, standards, plans and capital programs. The Transportation Subcommittee advised staff on the update of all components of the TSP.



Residents provide feedback for the TSP update at a Northwest Neighborhood Association Fair.

Neighborhood Coalition and Associations: Staff visited the Neighborhood Coalition and all active Neighborhood Associations throughout the TSP update process to receive feedback regarding the current transportation system and proposed changes to address identified opportunities and issues. Staff also attended Neighborhood Information Fairs held by the Neighborhood Associations in order to provide TSP update information and to receive feedback.

Business Associations: Staff visited Gresham business associations, including the Gresham Downtown Development Association, Historic Gresham Downtown Business Association, the Gresham Redevelopment Commission and the Gresham Area Chamber of Commerce throughout the TSP update process to receive feedback regarding the current transportation system and proposed changes to address identified opportunities and issues.

Active Transportation Stakeholder Team: An Active Transportation Stakeholder Team was established for the TSP update and comprised of Gresham's regional partners and health experts including representatives from: Upstream Public Health, Coalition for a Livable Future, Bicycle Transportation Alliance, Willamette Pedestrian Coalition, TriMet, Metro, Multnomah County and the City of Portland. The team advised on refinements to the 2035 TSP's vision, goals, guiding principles, policies and action measures with a focus on further integrating the bicycle, pedestrian and transit travel modes into the City's multimodal transportation system.

Gresham Transportation Fair: The Transportation Planning Division held two Transportation Fairs during the TSP update process. The Fairs included a bike rodeo, bike helmet sales for children, a semi-truck set up to show blind spots and TSP update project information.

Community Forums: Staff held two TSP community forums to present and receive feedback regarding all elements of the TSP. Staff also



City transportation fairs for the public featured TSP update project information.

participated in two forums held for the City's Urban Design and Planning Department's Healthy Eating Active Living (HEAL) project, as the transportation system plays an important role in each resident's ability to access such amenities as parks and grocery stores and to live actively.

Metro and the East Metro Connections Plan (EMCP): Metro led a two year planning effort to



Extensive citizen feedback representing all major travel modes contributed to the updated 2035 TSP.

analyze present and future transportation challenges within the east-Metro area. The study boundary included the cities of Gresham, Fairview, Troutdale and Wood Village and portions of Multnomah and Clackamas Counties. Plan partners included the study area jurisdictions as well as the City of Portland, ODOT, the Port of Portland, TriMet, Multnomah County Health Department, East Metro Economic Alliance, Coalition of Gresham Neighborhoods, Mt. Hood Community College, Multnomah County Bicycle and Pedestrian Citizen Advisory Committee, the cities of Happy Valley and Damascus, El Programa Hispano, local businesses and the Columbia Slough Watershed. The EMCP was the first mobility corridor refinement plan to be conducted following adoption of the 2035 Regional Transportation Plan. It implemented a new approach to allocating limited transportation dollars to ensure regional transportation investments support local land use, community, economic development and the environment. The EMCP analysis contributed to the baseline and forecasting data utilized for this TSP

update. It also helped to frame the TSP update's policy direction. Finally, findings from the EMCP included a list of transportation projects that is incorporated into the 2035 TSP project list as prioritized projects.

Freight Stakeholders and Freight Expert Panel: Staff coordinated with Metro through the EMCP to convene a Freight Expert Panel and to reach out to freight stakeholders. The freight experts identified two types of freight movement with differing needs: regional and local. Regional freight movement prefers continuous movement while local freight must be able to access the local businesses. Above all, the freight community values safety, maintaining capacity and mobility on roadways, and limiting conflicts between large service vehicles and pedestrians/bicyclists.

School Expert Panel: Staff coordinated with Metro through the EMCP to convene a Schools Experts Panel comprised of members from the Centennial, Reynolds and Gresham-Barlow School Districts. Members stressed the importance of sidewalks, recognition of year-round school transportation needs, varying times school days start and end, limited funding for transportation needs, and safety.

Social Media: Staff used several social media outlets throughout the TSP update process including a project webpage providing project updates and materials for public review, Facebook, Twitter, newspaper ads and email groups. Staff also coordinated with Metro through the EMCP to launch and promote an online survey available to all of East Metro residents and transportation system users. The online survey gathered feedback regarding opportunities and constraints within the transportation existing system as well as priorities for future improvements.

Active Transportation Plan: *The City undertook its first Active Transportation Plan in 2016 and 2017. A summary of engagement follows.*

The Active Transportation Plan (ATP) used a mix of traditional engagement methods and a new approach with Community Liaisons. Traditional engagement such as a Stakeholder Advisory Committee, outreach at community events, and maps and questionnaires posted online, all gathered significant input as detailed in the ATP.

Community Liaisons: The ATP used a new approach to engagement, by hiring local community members as Community Liaisons to plan outreach events and talk to their communities about walking and biking. Multnomah County’s REACH grant



enabled Gresham to fund this new approach and receive input from communities that are hard to reach with traditional engagement methods. This approach also shifted the dynamic from being an effort led by the City to one led by community members.

Six Community Liaisons participated in weekly training sessions led by the consulting firm Design + Culture Lab at the community-based organization Rosewood Initiative. After learning about transportation planning issues, community-based participatory practices, and leadership skills, liaisons were able to apply those skills by planning community events and gathering community input.

Over three months, the Community Liaisons:

- Led 3 neighborhood walks
- Conducted surveys
- Talked with 161 community members door-to-door
- Organized 3 community events, including the ATP Youth Jam
- Created a short documentary film about residents’ transportation experiences
- Conducted 77 interviews

The 77 interviews were conducted over two sessions. The results highlighted the following.

Most people walked, biked, or rolled in Gresham to reach:

- Recreation
- Food
- Transit

The greatest barriers people experienced to walking or biking in Gresham were:

- Lack of safe pedestrian crossings
- Personal safety due to traffic
- Missing or inadequate sidewalks

One overarching theme from both sessions of Community Liaison engagement is the need to pair bike infrastructure with education programs to correctly and safely use the new infrastructure. This is especially needed for residents new to the United States who are learning the English language.

REGULATORY FRAMEWORK

The following documents provided a regulatory framework for the TSP update:

Transportation Planning Rule:

The state of Oregon has adopted 19 statewide planning goals that are required to be implemented through a comprehensive plan for each city and county. These comprehensive plans must specify the manner in which the land, air and water resources of the jurisdictions will be used and must also determine the need for improved public facilities.

With the adoption of the statewide Goal 12, the Transportation Planning Rule (TPR), Gresham must adopt and maintain a Transportation System Plan (TSP) that complies with the TPR, the State of Oregon Transportation System Plan (OTP), and Metro's Regional Transportation Plan (RTP). In addition, the TPR describes specific elements and analysis that local and regional transportation system plans must include. It requires the plans to target enhanced transportation choices, reductions in vehicle miles traveled and a strong connection between land use and transportation planning.

Local and regional transportation system plans must also examine possible land use solutions to transportation problems and identify multimodal, system management and demand management strategies to address transportation needs.

Regional Transportation Plan:

The Regional Transportation Plan (RTP) is developed and maintained by Metro, the Portland regional Metropolitan Planning Organization. Gresham participates on regional committees responsible for the on-going development of the Regional Transportation Plan. These include the Joint Policy Advisory Committee on Transportation (JPACT), comprised of elected officials, and the Transportation Policy Alternatives Committee (TPAC), comprised of technical staff.

The key objective of the Regional Transportation Plan is to identify a transportation system that will adequately serve the travel needs of the Portland

Metropolitan area for the next 20 years. The RTP is based on projections for 20-year regional population and employment growth, evaluates expected travel demands and patterns, and examines the impacts of expected travel on the current "committed" transportation system (i.e., projects with committed construction funding). It also recommends an alternative plan needed to meet Year 2035 travel demands and regional goals and recommends funding mechanisms and other implementing options to achieve the preferred regional plan. Gresham's TSP must maintain consistency with policies established by the RTP.



A freight truck passes through Gresham on Interstate 84. The City must maintain a TSP that complies with the state's transportation system plan.



Interstate 84 at the 181st Avenue Exit in Gresham. Gresham's TSP must maintain consistency with policies established by the Regional Transportation Plan.

Urban Growth Management Functional Plan:

The Urban Growth Management Functional Plan establishes regional policies that apply to all 24 cities and counties within the Metro region. The purpose of the functional plan is to implement regional goals and objectives adopted by the Metro Council as the Regional Urban Growth Goals and Objectives (RUGGO), including the Metro 2040 Growth Concept. The functional plan is the primary regional policy tool and contains both “recommendations” and “requirements” for changes in local transportation plans.

Region 2040:

The Region 2040 Growth Concept Plan states the preferred form of regional growth and development and identifies the location of future land uses and activity centers. Fundamental to the Growth Concept is a multimodal transportation system that assures mobility of people and goods throughout the region.

Within the framework of the Growth Concept is a network of multimodal corridors and regional through-routes that connect major urban centers and destination. Through-routes provide for high-

volume auto and transit travel at a regional scale, and ensure efficient movement of freight. Within multimodal corridors, the transportation system will provide a broader range of travel options, including auto, transit, bicycle, and pedestrian networks that allow choices of how to travel in the region. These travel options will encourage the use of alternatives to the auto, a shift that has clear benefits for the environment, the quality of neighborhoods and urban centers, and addresses the needs of those without access to automobiles.

Oregon Transportation Plan:

The Oregon Transportation Plan sets policies and investment strategies for Oregon’s multimodal transportation system. The statewide plan calls for a transportation system marked by modal balance, efficiency, accessibility, environmental responsibility, connectivity among places, connectivity among modes and corridors, safety, and financial stability.



Interstate 84 in Gresham is part of a multimodal transportation system throughout the region.