



Part 1 – Background



Part 1 provides information about why Washington County has a TSP, how it is used, and the regulations and requirements that govern the plan’s contents. This section also includes brief summaries of framework documents that provide context or other information useful for the County’s TSP; a summary of the existing transportation system and its utilization, demographic trends, and forecasts for the year 2035; and a summary of the community input received during the update of the TSP.

PAST, PRESENT AND FUTURE

The transportation system serving Washington County developed incrementally over time – starting with the routes traveled by the Kalapuya people throughout western Oregon hundreds of years ago. Early settlers built upon these routes, bringing successive improvements to connect farms and forests with local markets and beyond. Stagecoach routes and plank roads gave way to railroads and paved roads. Automobiles now dominate the transportation system in Washington County, supplemented with public transit and freight rail facilities and services, and facilities for people walking and biking. The County’s transportation system has been built by multiple public agencies and private-sector transportation providers. Much of the road/street network in Washington County is characterized by “legacy” rural roads, linking local street systems in communities in the County. Additional roads have been built to serve suburban and urban growth in the County; along with several large-scale highway and transit investments, including the MAX light rail transit line linking Hillsboro and Beaverton with Portland (TriMet), and Highway 217 and Highway 26 (Oregon Department of Transportation).



Today the Washington County transportation system faces many challenges. As the County has developed, traffic congestion has increased on many roads and there has been increased demand for alternatives to driving such as public transit, bicycling, and walking. Many roads have not kept pace with the increase in travel demand resulting from rapid growth in population and employment in Washington County over the past 20 years. Mobility and accessibility for people and goods plays a significant role in the locational decisions of employers and residents, economic vitality, livability, safety, and the natural environment.





The TSP addresses a broad range of transportation challenges and opportunities. It provides guidance on how to build, operate, and maintain Washington County's major roadway network while addressing complementary elements of the larger transportation system – including public transit, multi-use trails, state highways and freight railroads operated and maintained by other entities. The TSP addresses a diversity of transportation needs while integrating social, economic, environmental, and livability aspirations within a framework for making future transportation decisions. Transportation challenges and opportunities in Washington County are summarized below.

- Washington County has outgrown the initial farm-to-market road system, resulting in congestion and safety issues on roads that were not designed to serve large numbers of commuters.
- Washington County is now a leader in employment opportunities in the Portland metropolitan region. Travel patterns have changed from trips oriented toward jobs and services in Portland to an increasingly complex mix of travel to jobs in Washington County and elsewhere in the region.
- Increasing traffic congestion throughout the County associated with employment, commercial and residential growth in the county.
- Conflicts among different travel modes using roads that were built without adequate facilities for bicyclists and pedestrians.
- Increasing maintenance obligations for an expanding and aging transportation network.
- Increased demand for public transit service during a time of transit funding challenges.
- The decreasing “buying power” of existing fuel taxes due to inflation, stricter design standards to address environmental issues, and multimodal transportation needs and increased fuel efficiency of newer vehicles.
- Uncertain outlook for funding from traditional federal and state funding sources and increasing reliance on local funds to build and maintain roads and other transportation facilities.
- Increasing attention to the link between transportation and public health and concern about equity in the allocation of transportation resources.
- Evolving lifestyle and travel preferences resulting from changing demographics in Washington County, changes in the regional economy, and changes in technology affecting workplace options and travel choices.



INTRODUCTION

The *Washington County TSP* is one of several elements that comprise the *Washington County Comprehensive Plan*. Other elements include:

- County Resource Document
- Comprehensive Framework Plan for the Urban Area
- Rural/Natural Resource Plan (which includes the Exceptions Statement Document)
- Community Plans and their Background Documents
- Community Development Code
- Unified Capital Improvements Program (Including the Transportation Capital Improvement Program)
- Urban Planning Area Agreements

The TSP serves as the guiding document for transportation system improvements and operations for Washington County – establishing the policies, projects, and programs necessary to achieve the County’s transportation goals and objectives. The TSP supports the adopted development patterns included in the County’s Community Plans, the Rural/Natural Resource Plan, and the comprehensive plans adopted by the cities within Washington County. It is consistent with regional plans adopted by Metro and TriMet, state plans adopted by the Oregon Department of Transportation (ODOT), and the Oregon *Transportation Planning Rule*. Reflecting both countywide and community-planning perspectives, the TSP addresses major transportation system elements, including roadways (not including local streets), freight, and active transportation (pedestrian, bicycle, and transit). The local street system is regulated by the *Community Development Code*, Community Plans and the Rural/Natural Resource Plan.

The first *Washington County Transportation Plan* was initially adopted and acknowledged in 1983. In 2002 the *Washington County Transportation Plan* (a comprehensive update of the 1988 document) was adopted by A Engrossed Ordinance No. 588, it’s technical appendix was adopted by Resolution and Order No. 02-125 and it’s Background Report adopted Resolution and Order 02-124. The Transportation System Plan adopted in 2002, was based on growth forecasts and travel demand anticipated through the year 2020. A number of amendments to the TSP have adopted between these major updates keeping the plan current with ongoing planning activities and community aspirations.

In 2014 the Transportation System Plan was updated based on new forecasts of anticipated growth and travel demand through the year 2035 and beyond. The 2014 update represents a comprehensive assessment of existing and projected future conditions (based on regional forecasts developed by Metro). The 2014 TSP update restructured the County’s transportation policies and the overall plan in order to be consistent with more recent state and regional transportation policies, programs and requirements.

This Washington County Transportation System Plan Users’ Guide is a compilation of information drawn from documents prepared for the 2014 update of the Transportation System Plan. This update included:

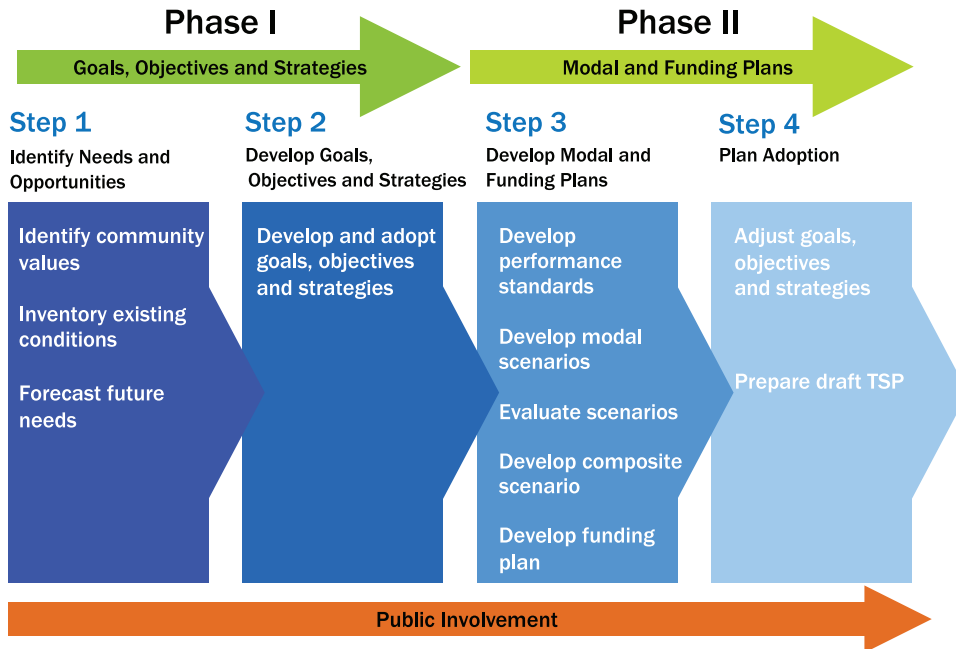
- An *Existing Conditions and Future Needs Report* (January 2013),
- The transportation Goals, Objectives and Strategies adopted by *A-Engrossed Ordinance No. 768* (October 2013)
- A-Engrossed Ordinance No. 768 Findings adopted by Resolution and Order 13-96 (October 2013)
- Transportation modal elements adopted by *A-Engrossed Ordinance No. 783* (October 2014),
- A-Engrossed Ordinance No. 783 *Findings adopted by Resolution and Order 14-109* (October 2014)
- Transportation System Plan *Technical Appendix adopted by Resolution and Order No. 14-113* (October 2014)
- Supplemental revisions to text and maps adopted by *A-Engrossed Ordinance 799* (September 2015)
- A-Engrossed Ordinance No. 799 Findings adopted by *Resolution and Order 15-105* (September 2015)



Updating Washington County’s Transportation System Plan

The TSP update process began in 2012. In order to address the broad range of transportation issues involved in the update, and to allow adequate time for review and input by the public and governing bodies, the County developed the TSP in two phases, as illustrated in Figure 1-1.

Figure 1-1: TSP Update Planning Process



Phase I of the update included a review of existing conditions, analysis of forecasts of anticipated growth and future travel, and identification of existing and future transportation system needs. Phase I also included a reorganization of the County’s transportation system policies. Policies from the *Transportation System Plan* were modified and reorganized into transportation system goals, objectives, and strategies.

Phase II included an analysis of future transportation needs using transportation system performance measures specifically developed for the TSP update. The transportation system maps were updated in Phase II, including maps for functional classification of County roads, the number of lanes planned for individual roads, right-of-way preservation needs, and special area street overlays. Modal elements were completed in Phase II for roadways, freight, active transportation (bicycling, walking and transit), and transportation system management. In addition, Phase II included the development of implementation strategies – coordination with other agencies and community groups, funding, maintenance of the transportation system, and identification of candidate transportation system improvements.

Public Involvement

Public involvement played an important role throughout the TSP update process. The project team coordinated with two advisory committees appointed by the Board of Commissioners for the duration of the planning process. The Community Advisory Committee (CAC) was an 18member group consisting of neighborhood, business, and advocacy group representatives. The Interagency Coordinating Committee (ICC) was a technical committee consisting of representatives from the cities in Washington County, Tualatin Hills Park & Recreation District (THPRD), Tualatin Valley Fire & Rescue (TVF&R), TriMet, Metro, Port of Portland, and ODOT. All committees provided input and advice during the development of the TSP, and considered the implications of County transportation policies on their respective jurisdictions and constituencies. Regular meetings were held with both committees over the course of the TSP update to solicit input, review interim work products, and develop policy and technical direction for the TSP. Other official bodies and entities involved in decision making for the TSP Update are described below; the committee structure and decision-making process is illustrated in Figure 1-2.



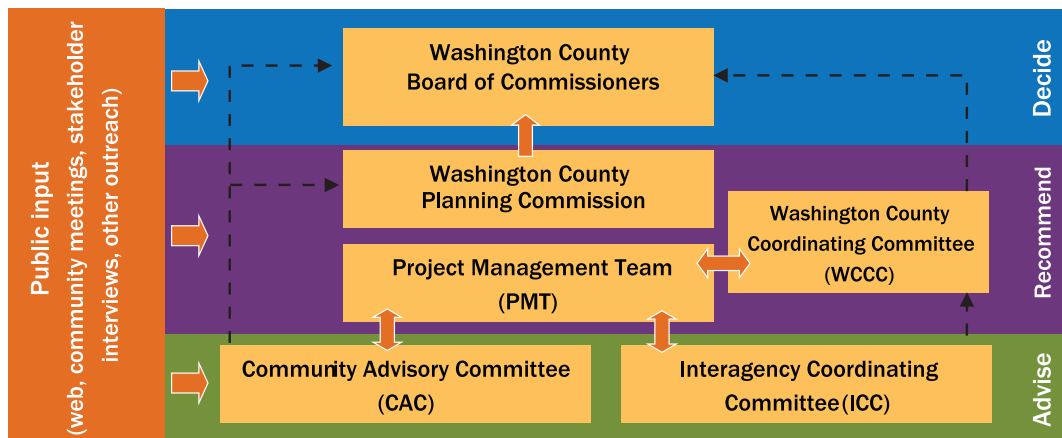
- *Washington County Board of Commissioners* (Board) - An elected five-member legislative body that makes decisions for the County provided guidance and adopted the implementing ordinances.
- *Washington County Planning Commission* - A nine-member volunteer commission that advises the Board on land use and transportation issues participated throughout the planning process and endorsed the adopting ordinances.
- *Project Management Team* (PMT) - Staff from the Department of Land Use & Transportation and the consultant team were responsible for preparing the TSP update, integrating public input, and making recommendations to decision makers.
- *Washington County Coordinating Committee* (WCCC) - A countywide group of elected representatives from Washington County and the cities within Washington County was briefed on the TSP and provided advice to the project team.



CAC work groups in fall 2013 helped determine transportation solutions for specific areas of the county.

To understand community perspectives about the transportation system and to engage community members in updating the TSP, the project team held open houses at key points in the planning process at several locations throughout Washington County. Staff also attended numerous local farmers’ markets, Citizen Participation Organization (CPO) meetings, and interviewed and participated in regular briefing sessions with a variety of stakeholder groups including Adelante Mujeres, Committee for Citizen Involvement (CCI), Rural Road Operations and Maintenance Advisory Committee (RROMAC), Urban Road Maintenance District Advisory Committee (URMDAC), Washington County Farm Bureau, Westside Economic Alliance, and [Westside Transportation Alliance](#). The public involvement approach for the TSP update was designed to engage a broad cross section of the community in developing the plan, including people not historically involved in transportation planning in Washington County. Project materials were translated into Spanish and distributed at community and project events, and were posted on the project website. The project website also included a comment map where people could identify transportation problems, and comment on proposed transportation changes and projects.

Figure 1-2: TSP Update Committee Structure and Decision-Making Process





Adopting Ordinances

A-Engrossed Ordinance No. 768

A-Engrossed Ordinance No. 768, adopted by the Board of Commissioners on October 1, 2013, became effective on December 1, 2014. It was the first of three ordinances that amended and updated the *Washington County Transportation Plan*. *A-Engrossed Ordinance No. 768* made significant changes to the 2002 plan, including:

- Modifications to all transportation policies and strategies, including the reorganization of the policies into goals, objectives, and strategies;
- Updates to the transportation goals, objectives, and strategies to reflect current and accepted practice;
- Amendments to the guiding principles of the TSP to reflect the Department of Land Use & Transportation's vision for safety, economic vitality, livability, and the natural environment;
- Amendments to the system design elements of the TSP to reflect key attributes of the transportation system including mobility, accessibility, connectivity, and active transportation (pedestrian, bicycle, and transit); and
- Modifications to the implementation elements of the TSP, including coordination, funding, and maintenance.

A-Engrossed Ordinance No. 783

A-Engrossed Ordinance No. 783 was adopted by the Board of Commissioners on October 7, 2014, and became effective on December 1, 2014. It is a companion to the policy framework adopted in *A-Engrossed Ordinance No. 768*. *A-Engrossed Ordinance No. 783* incorporated the modal elements of the TSP. Together, these two ordinances guide the development of Washington County's integrated multimodal transportation system. Adopting the framework of goals, objectives, and strategies (through *A-Engrossed Ordinance No. 768*) prior to the development of the modal elements allowed the goals, objectives, and strategies to be established independent of the details of specific map amendments. The modal element update of the TSP focused on the key points summarized below.

- Map amendments/updates to reflect the policy framework adopted by *A-Engrossed Ordinance No. 768*;
- Map amendments/updates to reflect adopted planning efforts that were not otherwise incorporated into the County's transportation system plan;
- Response to changing conditions that were not identified or adopted into the TSP through separate processes;
- Enhancements to the active transportation system elements (pedestrian, bicycle, and transit);
- Response to regional planning requirements; and
- Review of several critical locations.

A-Engrossed Ordinance No. 799

A-Engrossed Ordinance No. 799 was adopted by the Board of Commissioners on September 22, 2015, and became effective on November 27, 2015. It amended the Transportation Element of the County's *Comprehensive Plan* to modify the roadway and active system elements of the plan. Key provisions of the ordinance are summarized below.

- Updates to classify regional trails as essential services,
- Updates to provide right-of-way for streetscape overlays and enhanced major street bikeways designations,
- Updates to incorporate recently adopted plans from other jurisdictions, including:
 - › The City of Tigard's River Terrace concept plan,
 - › The City of Beaverton's South Cooper Mountain concept plan,
 - › The Ice Age Tonquin Trail, and
- Other transportation-related amendments to provide consistency with recently adopted planning efforts.



How the TSP Is Used

The TSP is used for many different purposes. It provides guidance on how to design, build, operate, and maintain Washington County's transportation system. This system includes transportation facilities and services provided by Washington County and facilities and services provided by other agencies such as transit facilities and services, multi-use trails, and other facilities serving bicyclists and pedestrians, state highways, airports, and railroads. The TSP is used in conjunction with other *Comprehensive Plan* documents, including the County's *Uniform Road Improvement Design Standards*, *Community Development Code*, and Community Plans (County Code Chapter 15). The TSP:

- Provides a framework for near term and long-term transportation-related decisions to enable the County to reach adopted transportation goals and targets;
- Is used in the review of proposed land developments to determine the number of lanes and other design characteristics for affected roads, including how bicycles and pedestrians will be accommodated;
- Identifies where right-of-way needs to be preserved to provide for new or improved roads to serve future growth;
- Is coordinated with other agencies, such as ODOT and local cities, to provide a seamless, integrated regional system of transportation facilities and services; and
- Identifies the magnitude of future transportation needs so that long-term financing can be put into place to pay for needed transportation system facilities, services, and maintenance.

Framework Documents

Policies and regulations at the state, regional, county, and local levels provide direction and establish legal requirements for transportation planning in Washington County. Coordination with multiple agencies is required so that Washington County's TSP is consistent with the plans of other jurisdictions. Key regulations and documents which affect the TSP are summarized below.

Oregon State Documents

Oregon Transportation Planning Rule (TPR)

Oregon Administrative Rule 660-012, referred to as the *Transportation Planning Rule* (TPR), implements Oregon State-wide Planning Goal 12: Transportation. The purpose of the TPR is to ensure coordination of transportation and land use planning in the development of agency transportation system plans, and in project development. The TPR is the legislative mandate that requires Washington County to prepare and update its TSP.

Oregon Transportation Plan

The *Oregon Transportation Plan* (OTP), the state's long-range policy document, guides transportation planning and project development in Oregon. The OTP was originally adopted in 1992 and updated in 2006. As stated in the document, the 2006 OTP "provides a framework to further these policy objectives with emphasis on maintaining the assets in place, optimizing the existing system performance through technology and better system integration, [and] creating sustainable funding and investing in strategic capacity enhancements." The OTP is supported by modal plans that help establish state transportation system investment priorities. These documents are summarized below.

- The *Oregon Highway Plan* (OHP) establishes visions, policies, and strategies for investing in state and federal highways in Oregon. The OHP was last adopted in 1999. Since the adoption of the last Washington County TSP in 2002, there have been two major amendments to the OHP that affect Washington County.
- The *Oregon Bicycle and Pedestrian Plan*, originally adopted in 1995 as a modal element of the OTP, is the planning and design manual for pedestrian and bicycle transportation in Oregon and is used to implement the actions recommended in the OTP. The technical section of the plan was updated in October 2010 and re-titled as the *Bicycle and Pedestrian Design Guide* to offer a greater level of guidance on the provision of bicycle and pedestrian facilities. The *Washington County Bicycle Facility Design Toolkit*, completed in 2012, incorporates these and other design guidelines.



- The *Oregon Freight Plan (OFP)* adopted in 2011, is the first statewide plan devoted entirely to freight. Similar to the OTP, the OFP is needed to comply with federal and State of Oregon regulations. At the state level, the OFP addresses freight needs as required under the Oregon *Transportation Planning Rule*, which also requires local governments to address goods movement in their TSPs, consistent with the state TSP.

Regional Planning Documents

2014 Regional Transportation Plan (2014 RTP)

Every four years, Metro is required to update the *Regional Transportation Plan*, which guides future investments in the region's transportation system. Metro adopted the most recent update of the RTP in July 2014. The RTP establishes policies and priorities for travel by motor vehicle, transit, foot and bicycle, the movement of goods and services, street design, and the efficient management of the overall regional transportation system. For each update, Metro develops new forecasts for future population, jobs, and travel. The RTP also assesses federal, state, and local funding for transportation improvements, estimates project costs, and proposes funding strategies. Metro works closely with local jurisdictions and regional and state agencies in preparing the RTP.

Specific items in the RTP that affect transportation planning in Washington County include the designation of regional mobility corridors, performance targets, modal targets, and mobility standards. Metro uses an outcomes-based framework for the RTP. The desired regional outcomes are listed below.

- *Vibrant Communities* – People live and work in vibrant communities where they can choose to walk for pleasure and to meet their everyday needs.
- *Economic Prosperity* – Current and future residents benefit from the region's sustained economic competitiveness and prosperity.
- *Safe and Reliable Transportation* – People have safe and reliable transportation choices that enhance their quality of life.
- *Leadership on Climate Change* – The region is a leader in minimizing contributions to global warming.
- *Clean Air and Water* – Current and future generations enjoy clean air, clean water, and healthy ecosystems.
- *Equity* – The benefits and burdens of growth and change are distributed equitably.

The RTP identifies 24 regional mobility corridors in the Portland metropolitan region where travel movement is particularly important and should be facilitated to meet the RTP performance standards. The mobility corridor framework requires consideration of multiple facilities, modes, and land use when identifying transportation solutions for these key corridors. The nine regional mobility corridors in Washington County include:

- #2: Portland Central City to Tigard,
- #3: Tigard to Wilsonville,
- #7: Tualatin to Oregon City,
- #19: Beaverton to Tigard,
- #20: Tigard to Sherwood and Sherwood to Newberg,
- #21: Portland Central City to OR 217,
- #22: OR 217 to North Plains,
- #23: Forest Grove to U.S. 26, and
- #24: Beaverton to Forest Grove.



Regional Transportation Functional Plan (RTFP)

The [Regional Transportation Functional Plan](#), adopted by Metro in 2010, implements the goals, objectives, and policies of the RTP. Cities and counties in the region must comply with the regional directives included in the RTFP in the development and implementation of their TSPs. The RTFP includes both design and planning requirements. The RTFP also requires the County to coordinate its transportation planning with local jurisdictions located within the County to ensure consistency of plans among jurisdictions. In addition, Metro requires that TSPs use the regional forecasts of growth for the region, including some consideration of growth in the Urban Reserve areas as adopted by Metro. Finally, the RTFP requires that the County confirm the sufficiency of existing programs and planned improvements to meet future travel needs.

Washington County Documents

Washington County Comprehensive Plan

The [Washington County Comprehensive Plan](#) provides the basis for the future growth and development of the County; and is applicable to unincorporated properties inside the regional Urban Growth Boundary and the urban growth boundaries of Banks, Gaston, and North Plains. The [Rural/Natural Resource Plan](#) addresses all properties outside of an urban growth boundary. The [Comprehensive Framework Plan](#) (Framework Plan) reflects current and future needs of the urban unincorporated properties in Washington County and contains specific standards designed to regulate growth and development in these areas. Policies and strategies for these areas guide growth and development consistent with the physical and economic conditions in the county, legal requirements, and the resources of the County.

The Framework Plan provides a policy framework and factual basis to guide the preparation of more detailed Community Plans for different areas of Washington County.¹ It identifies issues of countywide concern and establishes minimum criteria that must be reflected in the Community Plans and other detailed elements of the Comprehensive Plan. Plan designations and Significant Natural Resource Area designations are applied in the Community Plans to ensure that they are consistent with the Framework Plan. Some areas of the County do not have Community Plans because the nearby cities are responsible for comprehensive planning and subsequent urban development of their adjacent urban unincorporated areas.

The Future Development Areas Map in Policy 41 of the Framework Plan applies Plan Designations and Significant Natural Resource Area designations for these areas. Once a Community Plan has been adopted by ordinance, it becomes the legally binding statement of County policy within the boundaries of that planning area. Community plans have been adopted for: Sherwood, Cedar Hills-Cedar Mill, Aloha-Reedville-Cooper Mountain, Bethany, West Union, Bull Mountain, Sunset West, Raleigh Hills, Metzger, East Hillsboro, and West Tigard. Other Comprehensive Plan elements include: The Transportation System Plan, Urban Area Planning Agreements, the Exceptions Document, Capital Improvement Projects, a Public Facilities Plan, and the Pedestrian and Bicycle Plan (a subset of the Transportation Plan).

Washington County Community Development Code

The [Community Development Code](#) (CDC) implements the [Washington County Comprehensive Plan](#) through the adoption and coordination of planning and development regulations that provide for the health, safety, and general welfare of Washington County residents. The CDC specifies standards and requirements that affect development applications based on information included in the different elements of the Comprehensive Plan (e.g., Community Plans, the Natural Resource Plan, and the Transportation Plan). These include (but are not limited to) urban land divisions, and are specified in the CDC. Land within the unincorporated portion of Washington County may be used or developed only as permitted by the Comprehensive Plan and the CDC. In general, Article V of the CDC identifies public facilities and services that are necessary at a minimum level to accommodate development - particularly transportation facilities. Land within incorporated areas of Washington County may be subject to Article V requirements, depending on the location of the development, and if access to County roadways is contemplated. Article VII of the CDC identifies public transportation improvements authorized by the Transportation System Plan that are subject to development review, and establishes the standards and procedures for such review.

¹ The majority of the Community Plans were completed in the late 1980's; and many have not been updated since that time. Where there are differences between a Community Plan and the TSP, the TSP overrules the Community Plan.



Local Jurisdiction Documents

Sixteen cities are wholly or partially located in Washington County: Banks, Beaverton, Cornelius, Durham, Forest Grove, Gaston, Hillsboro, King City, Lake Oswego, North Plains, Portland, River Grove, Sherwood, Tigard, Tualatin, and Wilsonville. Cities are responsible for the transportation system within their boundaries, with the exception of transportation facilities under the jurisdiction of the state or county. Given the interdependence of city, county and state transportation facilities and services, coordination of system design, improvements, and management policies and practices is important. Washington County coordinates with cities, adjacent counties, and state and regional agencies on a continuous basis. Formal coordination is accomplished through Urban Planning Area Agreements (UPAAs) or other intergovernmental agreements that specifically define local government relationships and responsibilities. Ongoing coordination occurs through the Washington County Coordinating Committee (WCCC) and the WCCC Transportation Advisory Committee; project Technical Advisory Committees established by the County, cities or other agencies; and the ongoing work conducted by these agencies. TriMet, the regional public transit provider, also develops plans that affect transportation in Washington County. Key TriMet documents include the [Westside Service Enhancement Plan](#) and the [Southwest Service Enhancement Plan](#).

Washington County Population and Employment Trends

Washington County is one of the fastest-growing counties in the Pacific Northwest. The following section documents changes in population, employment, travel demand, and land use over the past decade and forecasts those trends into the future. Since 1973, Washington County's urban growth and rural preservation have taken place in an efficient pattern consistent with requirements of Oregon's Urban Growth Management Program. Requirements that guide development in Washington County were further refined in 1994 through the [Metro 2040 Growth Concept](#), which called for dense, active centers connected by multimodal transportation corridors. These planning requirements have helped contain and focus urban growth, protect industrial and employment areas, and protect the rural areas outside of the Urban Growth Boundary.

Metro's 2040 Growth Concept

Metro's [2040 Growth Concept](#) describes development in the Portland metropolitan region through the year 2040. The 2040 Growth Concept:

- Encourages efficient land use, directing most development to existing urban centers and along existing major transportation corridors;
- Promotes a balanced transportation system within the region that accommodates a variety of transportation options such as bicycling, walking, driving and public transit; and
- Supports the region's goal of building complete communities by providing jobs and shopping close to where people live.

Urban and Rural Reserves

In 2011, Clackamas, Multnomah, and Washington counties and Metro collaborated on a regional effort to determine growth trends in the region for the next 40 to 50 years. [Urban and Rural Reserves](#) are intended to provide greater predictability for the region regarding where future growth may take place, while protecting important farmland and natural areas from urbanization.

Urban Growth Boundary

Several amendments to the [Urban Growth Boundary](#) (UGB) have occurred since the completion of the Washington County Transportation System Plan. In 2002, 18,867 acres were added to the UGB to provide for 38,657 housing units, and 2,671 acres were added for additional jobs. This action also included important regional policies to support neighborhoods, protect industrial areas, and enhance regional and town centers. In 2004, an additional 1,956 acres were added to the UGB to address the need for industrial lands identified as part of the 2002 planning process. In 2005, the Metro Council added 345 acres of land for industrial purposes, which completed the 2002 planning process. In 2011, the Metro Council added 1,985 acres to the UGB to address the anticipated 20-year need for new housing and jobs.



The TSP responds to the UGB and Urban and Rural Reserve designations by focusing on transportation improvements that accommodate growth within the existing adopted UGB. It is assumed that the land within the Rural Reserves will not develop with urban uses within the planning horizon. For travel demand forecasting purposes, it was assumed that by 2035 additional areas within the current UGB will have been developed; infill development and re-development will have occurred in existing centers, corridors, and other appropriate locations in the urban area, and that the Urban Reserves will have been partially developed consistent with Metro’s land use forecast assumptions.

Population and Employment Trends in Washington County

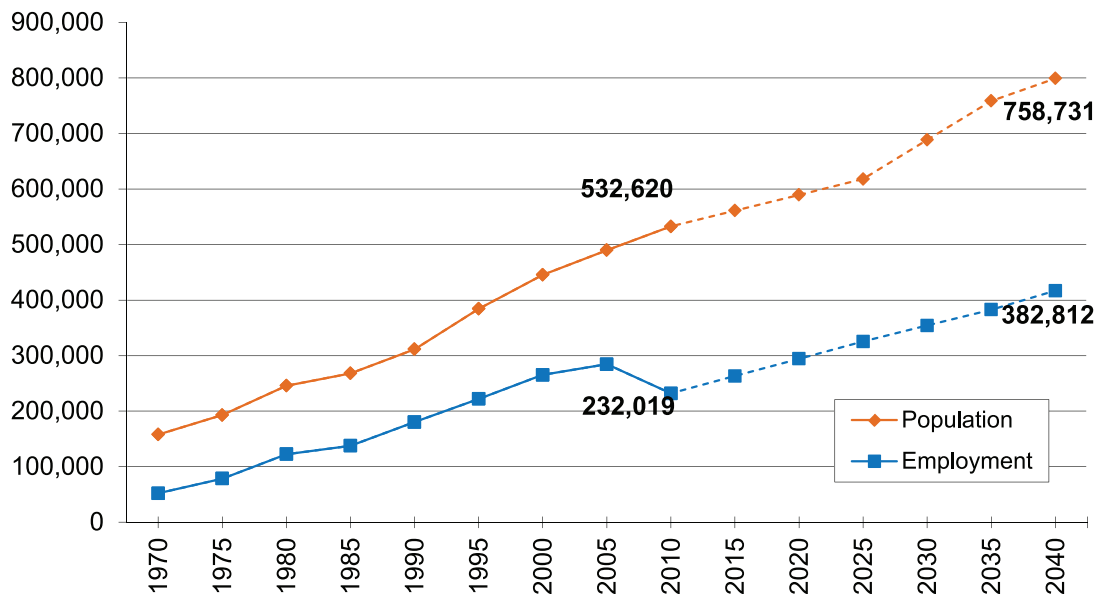
As indicated in Figure 1-3, Washington County has grown considerably during the last 40 years. Since 1970 the population within Washington County has increased by 71 percent, from 311,544 people to 532,620 people. Between 2000 and 2010 Washington County gained more than 87,000 new residents, a 20 percent increase. Over the past 40 years Washington County employment increased by 29 percent, from 180,302 jobs to 232,019 jobs. Between 2005 and 2010 Washington County employment actually decreased 22 percent, from 284,000 jobs to 232,000 jobs, as a result of the national recession. Job figures have since rebounded.

Washington County’s dramatic growth rate during the past 40 years is expected to slow down in the future, but continue above the national average. By the year 2035, Washington County’s population is projected to increase 42 percent to 758,500 people. The projected average annual growth is approximately 1.4 percent per year for the 25-year period, which is down significantly from the 2.8 percent annual average growth rate of the preceding 25 years.

Over the long term, Washington County is expected to continue to gain jobs at a relatively rapid pace with employment increasing at a faster rate than population. By 2035 Washington County employment is projected to increase to 382,000 jobs – 150,000 jobs above 2010 employment and 100,000 jobs above 2005 employment. The forecasted average annual employment growth is approximately 2.0 percent per year for the 25-year period 2010-2035, down slightly from the 2.1 percent annual average employment growth rate of the preceding 25 years (1985-2010).

Figure 1-3: Washington County Population and Employment Trends – 1970-2040

Washington County Population and Employment Historic and Projected





Travel Demand in Washington County

The growth envisioned in the population and employment forecasts translates directly into transportation system needs within Washington County. Of particular significance for the transportation system is the growth in jobs and peak-hour travel demand. Travel most often occurs to, from, or between areas of employment. Population numbers are an important indication of the number of travelers, but employment has a greater impact on where travelers want to go. There was limited growth in traffic between 2007 and 2012, which corresponds with the economic downturn that resulted in the loss of more than 50,000 jobs in Washington County between 2005 and 2010. During that same time population increased by almost 43,000 people.

Washington County estimates existing and future travel demand using a specific west side version of the regional travel demand model. The regional forecasting model is calibrated with a number of inputs, including household activity surveys, traffic counts, land use policies, and anticipated transportation investments. Table 1.1 describes existing and forecasted total person trips by travel mode for Washington County.

Table 1.1: Washington County Travel Demand (Average Weekday)¹

Mode	2010	2035 RTP ⁶	Percent Change
Total Personal Trips	3,866,409	5,541,705	+43%
Auto	3,610,591	5,094,927	+41%
SOV ²	1,861,046	2,680,680	+44%
Shared Ride ³	1,749,546	2,414,247	+38%
Transit ⁴	68,719	130,709	+90%
Pedestrian ⁵	171,716	261,492	+52%
Bicycle ⁵	35,383	54,577	+54%

1. All modes include all daily trips that either start or end within Washington County, including the rural areas outside the Metro Boundary.
2. SOV – Single Occupancy Vehicle, a vehicle in which the driver is traveling alone (this is a subset of the Auto category).
3. Shared Ride – Includes both the driver and other passengers (this is a subset of the Auto category).
4. Yellow school bus trips are not included.
5. Pedestrian and Bicycle trips do not include travel for the purpose of exercise.
6. Travel demand forecasts consistent with the Regional Travel Plan (adopted 2010).

Vehicle Miles Traveled

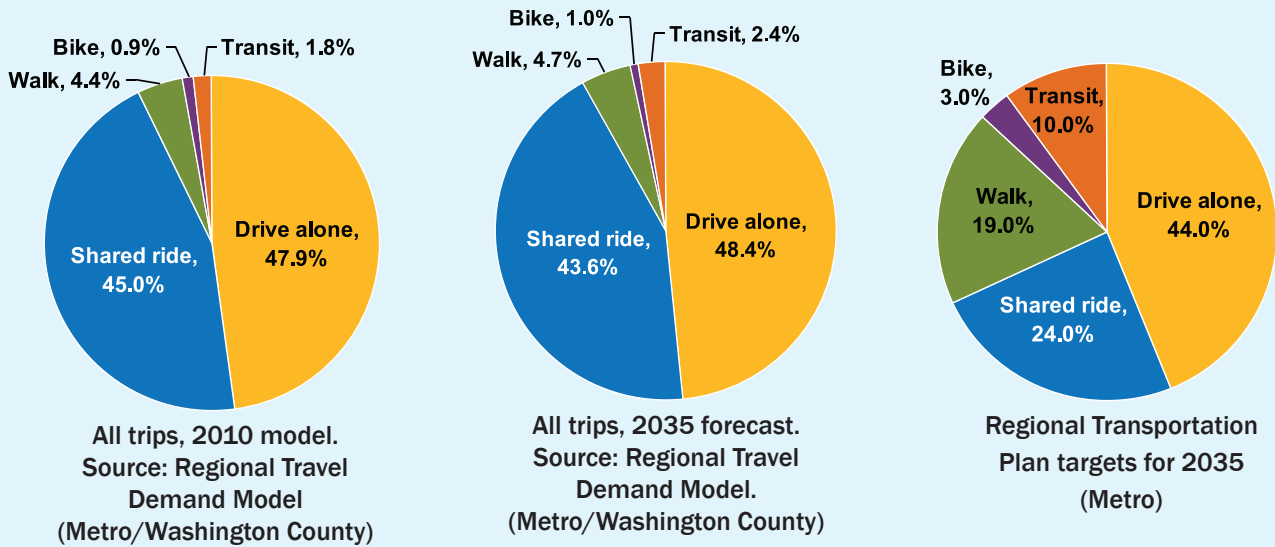
Another commonly used indicator of travel demand is vehicle miles traveled (VMT), or the total number of miles driven by all vehicles in a defined area. VMT estimates for the TSP do not track miles driven outside Washington County by residents or employees, and do not include weekend or holiday travel. VMT within Washington County in 2010 was estimated to be 8.4 million miles per weekday or 15.76 miles per weekday per capita. VMT in 2035 is forecast to increase to 11.9 million miles per weekday, but population growth is forecast to outpace it, reflecting a slightly lower per capita VMT of 15.71 miles per weekday per person.

Mode Share

The Regional Travel Demand Model provides estimates of mode share, or the proportion of trips made using different modes of travel. Figure 1-4 shows current travel mode shares as estimated by the West Side Focus Travel Demand Model (for all trips) and the U.S. Census Bureau American Community Survey (for journey to work), as well as a 2035 mode share forecast and the target mode shares urban Washington County needs to achieve to be consistent with the 2014 Regional Transportation Plan.



Figure 1-4: Mode Share for Travel in Washington County – Existing, Forecast and Targets



ADOPTED TEXT

Commute Patterns

Another important travel characteristic of Washington County is its bi-directional commute patterns. Washington County has a strong jobs base that attracts workers from elsewhere in the Portland region. Washington County also has the more traditional suburban role of providing housing for people who commute to Portland. Commutes also include trips that remain entirely within Washington County. As shown in Table 1.2 below, nearly half of Washington County residents worked outside the county; and nearly half of employees that work within Washington County lived outside the county in 2010.

Table 1.2: Commuter Residence Characteristics – 2002 and 2010

Washington County	2002	2010
Employee Population (Residents)	215,901	216,424
Employment (Jobs)	213,028	222,588
Employees Living Outside of County	43.7%	48.8%
Residents Working Outside of County	44.5%	47.4%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics Note: Due to the small sample size, this data has a large margin of error.



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