



Regional mobility policy update

This joint effort between Metro and the Oregon Department of Transportation will update the way the region defines mobility and measures success.

Project overview

The purpose of this project is to update how mobility is defined and measured in the Regional Transportation Plan (RTP) and local transportation system plans (TSPs), and during the local comprehensive plan amendment process in the Portland area. The updated policy (and associated measures, targets and standards) will guide the development of regional and local transportation plans and studies, and the evaluation of potential impacts of plan amendments and zoning changes on the transportation system.

What is the regional mobility policy?

The region's current mobility policy relies on a vehicle-based measure and thresholds adopted in the RTP and Policy 1F (Highway Mobility Policy) of Oregon Highway Plan (OHP). The measure is referred to as the volume-to-capacity ratio (v/c ratio). As the primary way of measuring vehicle congestion on roads and at intersections, the current measure is used to calculate the number of motor vehicles relative to the motor vehicle capacity of a given roadway during peak weekday travel times (currently defined as being from 4 to 6 p.m.).

Why update the policy now?

We are a region on the move – and a region that is rapidly growing. More than a million people need to get to work, school, doctor's appointments, shopping, parks and home again each day. With a half-million more people expected to live in the Portland area by 2040, it's vital to our future to have a variety of safe, affordable and reliable options for people to get where they need to go – whether they're driving, riding a bus or train, biking, walking or moving goods.



Key terms

Policy: a statement of intent and direction for achieving desired outcomes at the regional and system level.

Measure: a metric that is used to set targets and standards and to assess progress toward achieving the policy. The current measure for mobility is defined as a ratio of vehicle volume-to-capacity (v/c ratio).

Target: a specific level of performance that is desired to be achieved within the time horizon of transportation system plans. The RTP and OHP define v/c-based targets of .99 and 1.1

Standard: a performance threshold that is less flexible than a target. ODOT and local governments use the v/c ratio to regulate plan amendments, mitigate development impacts and determine road design requirements at a local or project level.

The 2018 RTP identified the need to update the plan's 20-year old "interim" mobility policy so that it better aligns with the comprehensive set of shared regional values, goals and desired outcomes identified in the RTP and 2040 Growth Concept, as well as with local and state goals.

There are several reasons why the time is right to begin an update to the mobility policy and associated measures for the Portland region.

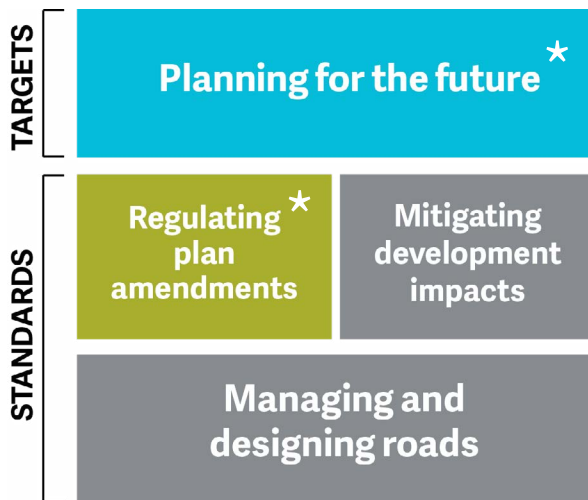
- The current policy and measure focus solely on vehicles and do not measure mobility for people riding a bus or train, biking, walking or moving goods.
- The targets and standards in the current policy do not reflect the fiscal capacity of ODOT and local governments to construct transportation projects necessary to meet the mobility policy. This is especially true in planned growth areas including urban growth boundary expansion areas.
- Projects that are built to the current adopted targets and standards may have undesirable land use, housing, air quality and environmental impacts.
- The 2018 RTP failed to meet the current target, particularly for the region's throughway system, triggering the need to consider alternative approaches for measuring mobility and success under state law.
- The Oregon Transportation Commission (OTC) will be updating the Oregon Transportation Plan and Oregon Highway Plan during the next couple of years and will conduct its own statewide stakeholder engagement process to inform those plan updates. This project provides an opportunity for coordination and for the region to help inform those efforts.

What are our expected outcomes?

The project's primary outcome is to recommend an updated mobility policy, measures and performance targets for the greater Portland region that clearly define mobility expectations for people and goods.

The process will result in policy recommendations to the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Council and the Oregon Transportation Commission (OTC). Pending approval by JPACT and the Metro Council and concurrence from the OTC, the updated policy for the Portland region will be applied and incorporated in the next update to the RTP (due in 2023). The OTC will be asked to consider adoption of the updated mobility policy for the Portland region, including amending Table 7 in Policy 1F (highway mobility policy) in the OHP.

Current uses of the volume-to-capacity ratio in the Portland region



* focus of this update

Planning for the future

Who: Metro, ODOT, cities, counties and consultants.

What: Evaluate traffic performance of roads and intersections given current and projected population and jobs.

When: Updates to transportation system plans (TSPs) and development of corridor or area plans, including concept plans, using thresholds defined in the RTP, OHP and local transportation plans.

Why: Diagnose the extent of vehicle congestion to identify deficiencies and projects to address them, and determine consistency of the RTP with the OHP for state-owned facilities.

Regulating plan amendments

Who: Cities, counties and consultants, in coordination with ODOT.

What: Evaluate the potential impacts of land use zoning changes on roads and intersections, including state-owned roads as required by the TPR during development review.

When: Amendments to land use zoning designations using thresholds defined in the OHP.

Why: Identify mitigation measures to address transportation impacts anticipated from a new or changed land use designation.

Mitigating development impacts

Who: Cities, counties and developers.

What: Collect fees based on the development of or use of land or identify needed transportation project(s) in-lieu of fees. Projects typically include expanding capacity to add new travel lanes, turn lanes and/or signals.

When: Development approval process using thresholds defined in local transportation plans and the OHP.

Why: Mitigate traffic impacts from new development.

Managing and designing roads

Who: Cities, counties, ODOT and consultants.

What: Calculate anticipated volume-to-capacity ratio of project area using thresholds defined in the 2012 Oregon Highway Design manual and criteria in ODOT's 2020 Blueprint for Urban Design for state-owned roads.

When: Operations and project design, including preliminary engineering.

What: Inform the design of roads and intersections, such as the number of travel lanes and turn lanes, and signal operations.

Potential new measures to be explored

The volume-to-capacity (v/c) ratio has been the primary way to measure the region's mobility. We will continue to explore different approaches to applying v/c in addition to other ways to measure the health and success of the transportation system, including:

- Multimodal level of service (MMLOS)
- Level of traffic stress (LTS)
- Pedestrian Crossing Index
- System completeness
- Travel speed
- Accessibility to Destinations
- Hours of congestion/duration of congestion
- Travel Time Reliability (Planning and Buffer Travel Time Indexes)
- Vehicle miles traveled (VMT) per capita
- Travel time

To sign up for project updates and learn more, visit oregonmetro.gov/mobility

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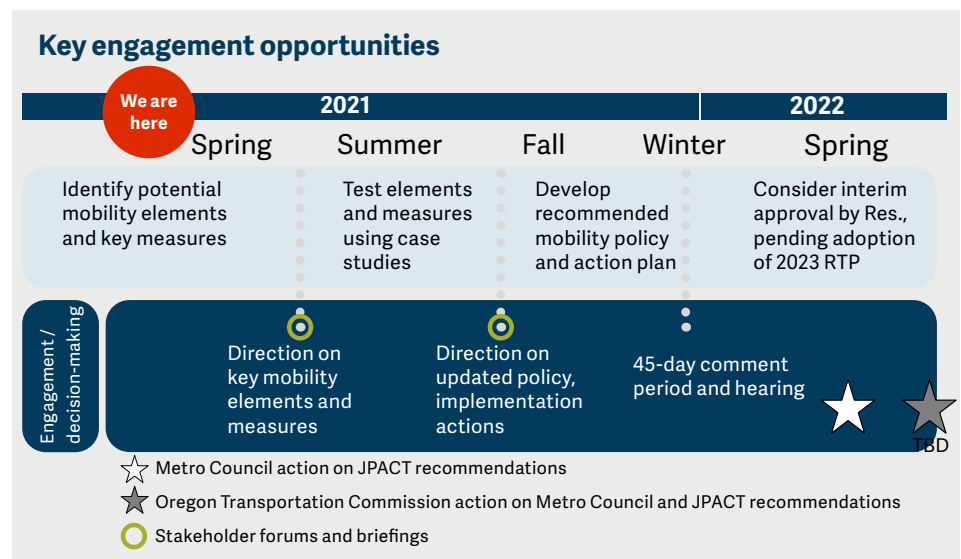
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Where are we now?

Informed by research and input from stakeholders, the project team has identified five key transportation outcomes that are integral to how we view mobility in the Portland region. This spring, Metro and ODOT are engaging policymakers, practitioners, community leaders and other stakeholders to help shape the potential elements and measures to include in the updated mobility policy. Regional decision-makers will work together to develop the recommended outcomes and measures. In June, JPACT and the Metro Council will be asked to direct staff on the measures to be tested through case studies this summer.

The process to update the regional mobility policy started in 2019 and will continue through spring 2022.



Next steps

Spring 2021

Report on examples of current approaches

Seek input on potential policy elements and potential mobility measures to test

Summer 2021

Test measures with case studies

Fall 2021

Report findings

Draft policy and implementation plan

Winter - Spring 2022

Public review and refinement

Final policy recommendations go to JPACT, the Metro Council and the Oregon Transportation Commission

Potential Mobility Policy Elements

Access - All people and goods can get where they need to go.

Time Efficiency- People and goods can get where they need to go in a reasonable amount of time.

Reliability- Travel time is reliable or predictable for all modes.

Safety- Available travel options are safe for all users.

Travel Options- People can get where they need to go by a variety of travel options or modes.