oregonmetro.gov/mobility

Memo

Date: May 13, 2021

To: Joint Policy Advisory Committee on Transportation (JPACT) and interested parties

From: Kim Ellis, Metro Project Manager and Lidwien Rahman, ODOT Project Manager

Subject: Regional Mobility Policy Update: Potential Mobility Policy Elements and Most Promising Measures for Testing

ACTION REQUESTED

Staff requests that JPACT continue discussion of the key policy elements and most promising measures identified to date for testing.

In June, staff will report back on stakeholder feedback received on the elements and measures and seek direction on testing potential elements and measures through case studies during the summer.

POLICY QUESTIONS FOR DISCUSSION

See Attachment 1

Thinking about the different ways that people travel and goods move in our region:

1. Are the elements identified the most important elements of mobility to include in an updated state and regional mobility policy for the Portland region? Anything missing?
2. Do any of the measures stand out as being especially important to measuring mobility? Anything missing?
3. Which mobility elements and measures are most important in these different contexts:
   - downtowns and other mixed-use areas
   - industrial areas
   - major urban travel corridors (e.g., McLoughlin Blvd., 82nd Ave., Tualatin Valley Highway)
   - throughways (I-5, I-205, I-84, US 26, OR 217)?

BACKGROUND

Metro and the Oregon Department of Transportation (ODOT) are working together to update the policy on how we define and measure mobility in the Portland region in the Oregon Highway Plan (OHP), Regional Transportation Plan (RTP), local transportation system plans (TSPs) and corridor plans, and during the local comprehensive plan amendment process.

What is the Regional Mobility Policy?
State, regional and local transportation plans have many policies; the mobility policy is just one of them.

Last updated in 2000, the region's mobility policy relies on a vehicle-based measure of mobility and thresholds adopted in the Regional Transportation Plan (RTP) and Policy 1F of Oregon Highway Plan (OHP). The measure is referred to as the volume-to-capacity ratio (v/c ratio).

In the past, people often thought of mobility as our system of roads and how we use them—the way traffic flows throughout the day. And, historically, planners and engineers have evaluated performance of transportation systems using the v/c measure for these purposes:

- System planning for the future*
- Evaluating impacts of local comprehensive plan amendments*
- Mitigating development impacts
- Managing and designing roads

That is limiting for a growing region and transportation system that is far more complex. An improved mobility policy should consider and balance mobility for people riding a bus or train, biking, walking or moving goods. It should consider why, where, and when people need to travel, how long it takes to reach a destination, how reliable the trip is and if the system is safe for all users.

* The focus of this update.

The current 20-year old mobility policy is contained in both the 2018 Regional Transportation Plan (RTP) and Policy 1F (Highway Mobility Policy) of the Oregon Highway Plan (OHP). The policy relies on a vehicle-based measure of mobility (and thresholds) to evaluate current and future performance of the motor vehicle network during peak travel periods. The measure, also known as the v/c ratio, is the ratio of motor vehicle volume to motor vehicle capacity of a given roadway.

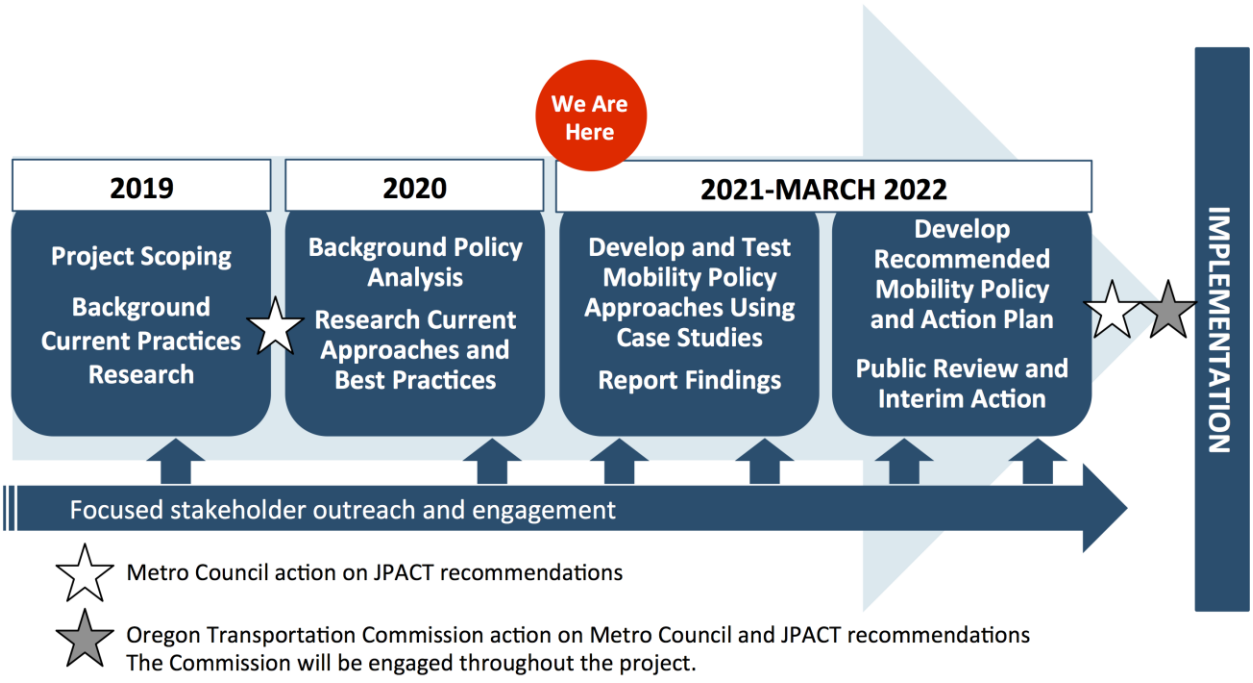
The 2018 RTP failed to meet state requirements for demonstrating consistency with the OHP Highway Mobility Policy (Policy 1F) under the current mobility targets for the region. As a result, ODOT agreed to work with Metro to update the mobility policy for the Portland metropolitan area in both the 2018 RTP and OHP Policy 1F.

The 2018 RTP is built around four key priorities of advancing equity, mitigating climate change, improving safety and managing congestion. When the mobility policy update was defined and adopted unanimously in Chapter 8 of the 2018 RTP, JPACT and the Metro Council recognized this work must better align how we measure mobility and adequacy of the transportation system for people and goods with RTP policy goals for addressing equity, climate, safety, and congestion as well as support other state, regional and local policy objectives, including implementation of the 2040 Growth Concept and the region's Climate Smart Strategy. This comprehensive set of shared regional values, goals and related desired outcomes identified in the RTP and 2040 Growth Concept, as well as local and state goals are guiding to this update.

Project timeline

Shown in **Figure 1**, the Regional Mobility Policy update began in 2019 and will be completed March 2022.

Figure 1. Project Timeline



A summary of activities and products completed to date follows.

2019 Activities and Products

From April to Dec. 2019, Metro and ODOT worked closely together and with local, regional and state partners to scope the project, seeking feedback on the project objectives and proposed approach. JPACT and the Metro Council approved the project work plan and engagement plan for this effort in November and December 2019, respectively.

A Scoping Summary factsheet describing the process and key themes from stakeholder feedback and a Stakeholder Interviews Report posted on the project website at: oregonmetro.gov/mobility.

Overall, there is broad support and enthusiasm for an updated policy that accounts for all modes of travel and a broader array of outcomes beyond the level of vehicle congestion. Stakeholders also broadly supported the project objectives and the need for an updated policy. See **Attachment 3** for the project objectives adopted in the work plan by JPACT and the Metro Council in 2019 with MPAC support**.**

2020 Activities and Products

Several activities were completed in 2020 that will serve as foundational resources for the remainder of the project:

- **Consultant Selection Process.** From January to July, Metro and ODOT finalized an Intergovernmental Agreement (IGA) and completed the consultant selection process. Led by Kittelson and Associates, the selected consultant team also includes land use and transportation planners, engineers, attorneys and engagement specialists from several firms, including Fehr and Peers, Angelo Planning Group, Equitable Cities LLC, Bateman Seidel and JLA Public Involvement.

- Portland State University's Synthesis Research on Current Measures and Tools**.** From late Fall 2019 to June 2020, the Transportation Research and Education Center (TREC)/Portland State University documented current mobility-related performance measures and methods being used in the Portland region, statewide and nationally. The report reviews the existing mobility policy and summarizes current practices in measuring multimodal mobility. Intended to serve as a starting point, key findings from this work include:
    - There is no single definition of mobility throughout the transportation industry. The definition of mobility and the types of measures, methods and thresholds chosen will have significant impacts on the outcomes.
    - A variety of measures and methods are available to consider that are already used locally, regionally and by ODOT; no single measure emerged that could clearly apply to all applications (i.e., system planning, plan amendments, development review, roadway design and management/operations).
    - There is a need to consider measures that can show progress toward multiple RTP goals, including transportation equity, safety, climate leadership, accessibility, system completeness, and reliability.
    - Methods and thresholds should be well-documented and based on substantial evidence (i.e., academic/scientific research).

  - Existing data and tools cannot account for all the things we want to account for – particularly pedestrian travel and transportation demand management. The updated policy, measures and methods will drive future data collection and analysis tool development/refinement.
  - It is important that legal, planning, development review and engineering practitioners be engaged throughout the process and especially around how the policy gets implemented.

- ODOT Oregon Highway Plan Mobility Policy White Paper**.** 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. In August 2020**,** ODOT prepared a complementary white paper documenting the history and current use of the mobility policy statewide as well as considerations and potential approaches for updating the policy. The white paper includes a summary of stakeholder interviews.

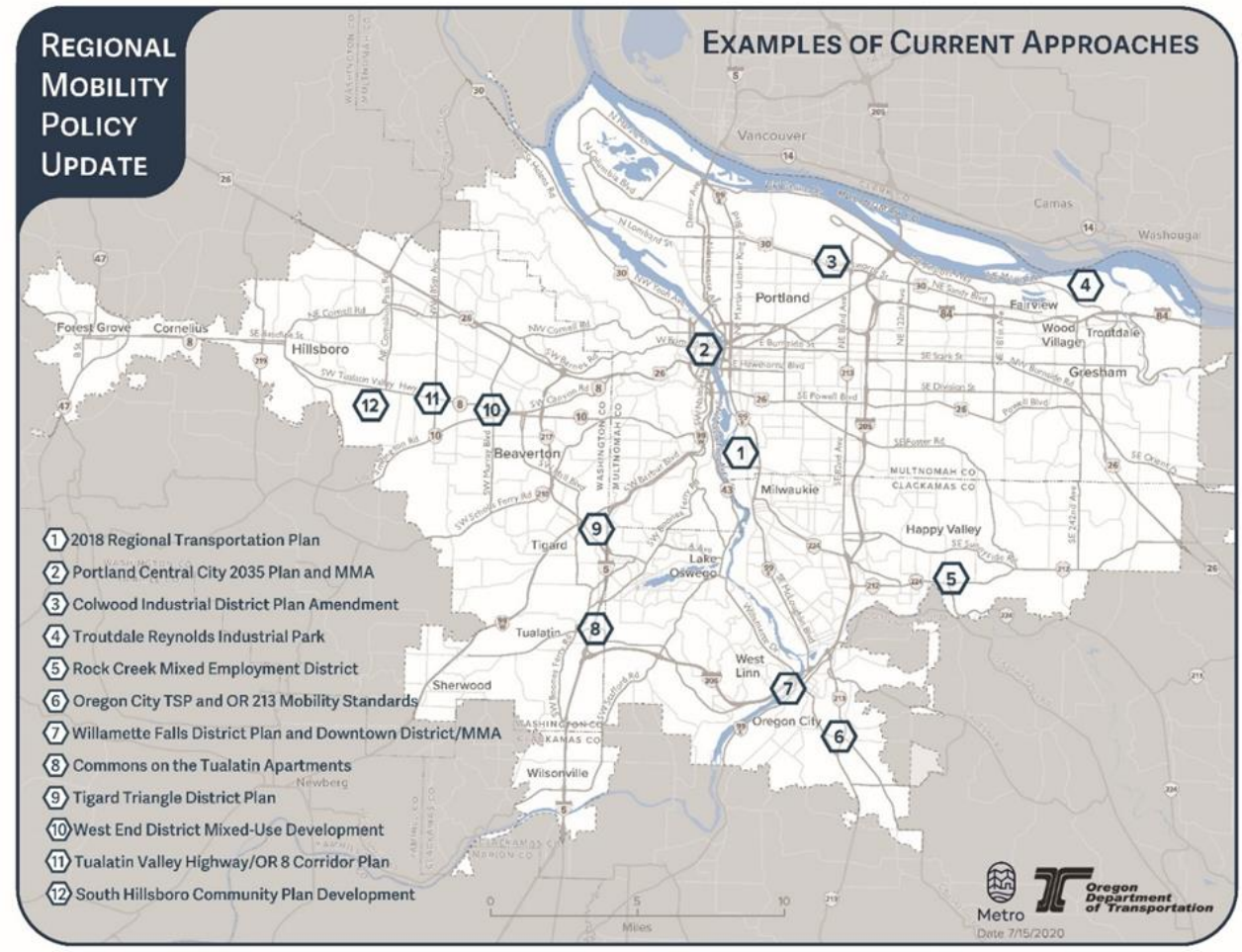
- **Research on Examples of Current Approaches in the Portland Area.** Since the 1990's, the current regional mobility policy has guided how streets and highways are planned for and managed in communities in the greater Portland area. The project team worked with individual cities and counties and county coordinating committees technical advisory committees (TACs) to identify and document examples of how the current mobility policy has been applied in the Portland region – in transportation system plans (TSPs), a corridor plan, several comprehensive plan amendments, local development review proposals with a transportation impact analysis and project design.

Figure 2. Applications of the current mobility policy

The research found the v/c ratio is more strictly applied as we move from system planning to plan amendments to development review to project design. It is a target in system plans and but often used as a standard in the other three applications.

Shown in **Figure 3,** the selected examples cover a range of state and regional transportation facilities (i.e., throughways[1] and state- and locally-owned arterials, including state and regional freight routes and enhanced transit corridors), 2040 land use contexts, geographies and availability of travel options. The research identifies strengths and weaknesses of the current v/c measure and policy as well as opportunities for improvement to be addressed with the updated mobility policy for the Portland area.

Figure 3. Locations of Examples of Current Approaches



The series of individual factsheets are included in the meeting packet and published on the Metro project website. The examples will provide a starting point for testing potential measures and updated policy approaches this summer through 4 to 6 case studies.

[1] Throughways are designated in the 2018 RTP and generally correspond to Expressways designated in the OHP.

Key findings from this work include:

Transportation system planning

- The current mobility policy and v/c measures are typically used in combination with other multimodal policies and measures in the development of transportation system plans and are not a barrier to good decision-making in transportation system plans.
- The v/c ratio as the only measure of mobility is not consistent with the current view of mobility being about people and goods, not just motor vehicles. The updated mobility policy and measures need to reflect the many aspects of mobility, including all users' ability to get to the places they want or need to go by a range of modes. Flexibility is needed to apply different approaches in different areas based on land use and transportation contexts and multimodal functions of transportation facilities.
- The financially constrained RTP project list developed during system planning serves as the basis for local governments making subsequent plan amendment decisions affecting State Highways under the Transportation Planning Rule (Section 0060). Unlike the RTP, local TSPs are not required to include a financially constrained project list, though some jurisdictions choose to do so.
- Metro applies the RTP RMP v/c targets on arterial roadway links during development of the RTP while local governments and ODOT apply the RTP and OHP v/c targets at both the roadway link and intersection levels. The OHP v/c targets are applied to state transportation facilities.

System Planning

Under Oregon's land use program, system planning results in a land use decision that integrates land use and transportation to provide long-range direction on the development of transportation facilities and services for all modes to serve adopted land use plans. System planning includes regional and local transportation system plans, corridor plans, ODOT facility plans and other area plans.

Plan amendments

- ODOT and local agencies would like more multi-modal measures that could be applied to plan amendments.
- Plan amendments should focus more on consistency with an adopted local transportation system plan not just consistency with the mobility policy v/c standard as the primary evaluation method.
- While the TPR provides more flexibility in evaluating plan amendments than is being utilized (Section -0060 references the facility owner' or operators' performance standards), many local governments evaluate transportation impacts of plan amendments using the OHP v/c standard because it constitutes the best known, most easily used and widely accepted measure.

Plan Amendments

Under Oregon's land use program, plan amendments are city or county land use decisions that change a comprehensive plan or zoning text or map within their boundary. Plan amendments must comply with the Oregon Transportation Planning Rule (Section -0060). This means a jurisdiction must determine if there are any significant impacts to planned transportation facilities and if so, mitigate those impacts.

  - The OHP Policy 1F Table 7 mobility policy v/c thresholds are applied as standards to determine whether the plan amendment has a significant effect on state transportation facilities.
  - There are a variety of mitigation options available (provided in Section -0060) to help meet the mobility policy when the OHP Table 7 v/c standard cannot be met on state transportation facilities, including safety improvements, multimodal improvements, and transportation system and demand management actions. However, the process of agreeing on methods and assumptions in pursuing these options can be time-consuming and costly.
  - The v/c target used during system planning is often not met in many locations in financially constrained TSPs. This makes it difficult for subsequent plan amendments to meet the adopted mobility standard.
  - In effect, the OHP v/c standard has more importance in plan amendments than during system planning.

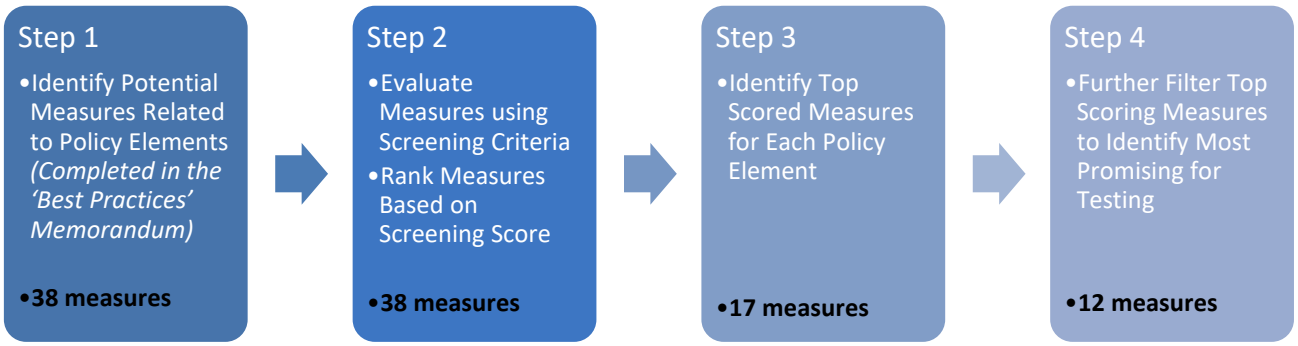
- **Research on State and Regional Policy Framework and Past Stakeholder Input on Mobility Shape Key Policy Elements and Potential Measures to Consider for Testing.** The project team reviewed existing state and regional policy documents and past stakeholder input from the 2018 Regional Transportation Plan update, development of the Get Moving 2020 funding measure and the Scoping Engagement Process for this effort.

  Based on this review and subsequent feedback received through two workshops with the Transportation Policy Alternatives Committee (TPAC) and Metro Technical Advisory Committee (MTAC) in fall 2020, five key transportation outcomes were identified as integral to how we view mobility in the Portland region:

  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.

TPAC and MTAC also provided feedback on criteria to be used to screen and select potential mobility performance measures for testing that address one or more mobility policy elements. Since January 2021, the Consultant team applied the criteria through a four-step process (shown in **Figure 4**) to narrow a list of 38 potential mobility measures to 12 potential mobility measures that appear most promising for testing through case studies this summer.

Figure 4: Screening Process to Inform Selection of Potential Mobility Measures for Testing

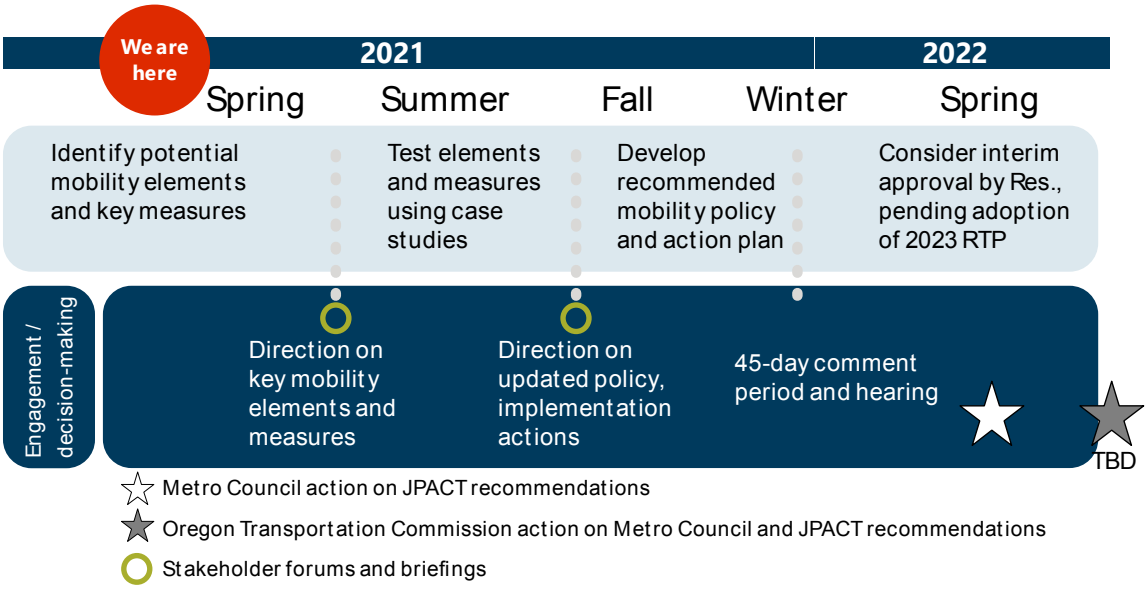


Attachment 1 summarizes the potential mobility policy elements and most promising measures identified for testing that will be the focus of upcoming engagement activities. The most promising measures from this screening process are in order from highest to lowest screening score. A separate memo (and supporting appendices) documenting each step of the screening process is available on the project website.

NEXT STEPS

As shown in **Figure 5** and **Attachment 2**, throughout April and May, Metro and ODOT will engage regional advisory committees, county coordinating committees (staff and policy-levels), and other stakeholders to seek feedback on the key policy elements and most promising measures identified to date.

Figure 5: Key Engagement Opportunities



June 2021 – Together, the technical screening process and stakeholder input will help shape staff's recommendation to JPACT and Metro Council on the key policy elements and measures to be further evaluated and tested through case studies. In June, staff will report back on stakeholder feedback received on the elements and measures and seek JPACT and Metro Council direction on testing potential elements and measures through case studies during the summer.

Summer 2021 – In summer 2021, the project team will test the elements potential measures through case studies. Through the case studies, the team will evaluate which measures are most feasible and useful in measuring mobility.

Considerations for the case studies include:

- Measures may be used differently for different applications (i.e. system planning versus plan amendments).
- Although there can be multiple targets that the region is measuring against, it is recommended to only have one standard per specific planning context. When there are multiple standards, it becomes more difficult to meet all.
- Not all measures are easily applied as a standard. At the system planning-level, a measure may be applied as a target, with assessment whether a system is trending appropriately or if a project is projected to move the system closer to the target.

Fall 2021 – In Fall 2021, staff will report the results of the case studies to stakeholders and decision-makers. Staff will continue to engage TPAC and MTAC in developing an updated regional mobility policy and implementation plan for public review and discussion in early 2022 by JPACT, MPAC, and the Metro Council. This work will include crafting draft policy language and guidance related to use and applicability of the recommended performance measures.

Jan. – March 2022 – This project will recommend amendments to the mobility policy contained in the 2018 RTP and Policy 1F of the OHP for the Portland metropolitan region for consideration by JPACT, the Metro Council and the OTC.

In addition, this project will develop guidance to jurisdictions on how to balance multiple policy objectives and document adequacy, i.e. consistency with the RTP and OHP, in both transportation system plans (TSPs) and plan amendments, when there are multiple measures and targets in place. Finally, the project will recommend considerations for future local, regional and state actions outside the scope of this project to implement the new policy and to reconcile differences between the new TSP and plan amendment measures and targets and those used in development review and project design processes.

Pending "tentative" approval and direction by the JPACT, the Metro Council and expressed support from the OTC in early 2022, the updated policy will be applied in the next update to the RTP (due in Dec. 2023). In addition, the recommended policy will be forwarded to the OTC for consideration as an amendment to the OHP 1F (Table 7 and related policies for the state-owned facilities in the Portland region).

Pending adoption in the 2023 RTP by JPACT and the Metro Council and amendment of the OHP by the OTC, the updated policy will guide development of regional and local transportation plans and studies, and the evaluation of potential impacts of plan amendments and zoning changes subject to the Transportation Planning Rule.

Packet material:
Attachment 1. Potential Mobility Policy Elements and Most Promising Performance Measures for Testing

Attachment 2. Stakeholder and Public Engagement - Spring 2021

Attachment 3. Project Objectives

Project Factsheet (Spring 2021)

Examples of Current Approaches Factsheets (April 2021)

Regional Mobility Policy Update

DISCUSSION DRAFT 4/15/2021

Potential Mobility Policy Elements and Most Promising Performance Measures to Consider for Testing

Metro and the Oregon Department of Transportation (ODOT) are working together to update the policy on how we define and measure mobility in the Portland region in the Oregon Highway Plan (OHP), Regional Transportation Plan (RTP), local transportation system plans (TSPs) and corridor plans, and during the local comprehensive plan amendment process. This document summarizes the potential mobility policy elements and most promising performance measures being considered for testing through case studies. Throughout April and May, Metro and ODOT will engage the Metro Council, regional advisory committees (JPACT and the Metro Policy Advisory Committee), county coordinating committees (staff and policy-levels), and other stakeholders to seek feedback on the key policy elements and most promising measures. In June, staff will report back on stakeholder feedback received on the elements and measures and seek JPACT and Metro Council direction on the measures to be recommended for testing.

Potential Mobility Policy Elements

The project team reviewed existing state and regional policy documents and past stakeholder input from the 2018 Regional Transportation Plan update, development of the Get Moving 2020 funding measure and the Scoping Engagement Process for this effort. Based on this review and subsequent feedback received through two workshops with the Transportation Policy Alternatives Committee (TPAC) and Metro Technical Advisory Committee (MTAC) in fall 2020, five key transportation outcomes were identified as integral to how we view mobility in an urban environment, specifically in the Portland region:

- **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.

TPAC and MTAC also provided feedback on criteria to be used to screen and select potential mobility performance measures for testing that address one or more mobility policy elements. Since January 2021, the Consultant team applied the criteria through a four-step process to narrow a list of 38 potential mobility measures to 12 potential mobility measures that appear most promising for testing through case studies this summer. The screening process is summarized on page 2.

Most Promising Performance Measures to Consider for Testing

The most promising performance measures to consider for testing are shown below, listed in order from highest to lowest screening score. As a group, the measures cover all modes. Seven of the 12 measures relate to more than one mobility policy element. Seven of the measures can be used for both system planning and plan amendments, the focus of this regional mobility policy update.

ID	Measure	Definition	Mobility Policy Elements					Planning Applications		
			Access	Time Efficiency	Reliability	Safety	Travel Options	System Performance/ Scenario Testing/Target	Needs Identification/ Project Identification	Plan Amendments/ Standard
13A	Multimodal Level of Service (MMLOS)	MMLOS is a level of service (LOS) system that measures the quality and level of comfort of facilities per mode based on factors that impact mobility from the perspectives of pedestrians, cyclists, and transit riders, respectively.	●			○	All modes	●	●	●
13B	Level of Traffic Stress (LTS)	Level of traffic stress (LTS) classifies points and segments on routes into different categories of stress ranging from 1 (low stress) to 4 (high stress) based on factors that correlate to the comfort and safety of the bicyclist or pedestrian using that facility.	●	○		●	Bike, Pedestrian	●	●	●
15	Pedestrian Crossing Index	The distance between pedestrian crossings compared to a target maximum distance.	●	●		●	Pedestrian	●	●	●
24	System Completeness	The percent of planned facilities that are built within a specified network	●	○		○	All modes	●	●	●
27	Travel Speed	Average or a percentile speed for a network segment or between key origin-destination pairs, during a specific time period.			○	●	Vehicle, Freight, Transit	●	●	●
2	Accessibility to Destinations	The number of essential destinations within a certain travel time or distance, by different modes.	●	○	○		All modes	●	●	●
10	Hours of Congestion/ Duration of Congestion	The number of hours within a time period, most often within a weekday, where a facility's congestion target is exceeded.		●	●		Vehicle, Freight, Transit	●	●	●
29	Travel Time Reliability (Planning and Buffer Travel Time Indexes)	Indicators of congestion severity that assess on-time arrival and travel time variability.		○	●		Vehicle, Freight, Transit	●	●	●
36	VMT per Capita	The number of miles traveled by motorists within a specified time period and study area, per the study area's population.	○	●		○	Vehicle, Freight, Transit	●	●	●
28	Travel Time	Average or a percentile time spent traveling between key origin-destination pairs, during a specific time period.		●			All modes	●	●	●
38	V/C for Roadway Links	The ratio of traffic volume to the capacity of a roadway link during a specified analysis period.		●	○		Vehicle, Freight	●	●	●
37	Volume-to-Capacity Ratio (V/C) at Intersections	The ratio of traffic volume to the capacity of an Intersection during a specified analysis period.		●	○		Vehicle, Freight	●	●	●

● = direct measure ○ = indirect measure

Together, the technical screening process and stakeholder input will help shape staff's recommendation to JPACT and Council on the key policy elements and measures recommended for testing through case studies.

Screening Process Leading to Most Promising Mobility Measures For Testing

Step 2: Measures Ranked by Highest to Lowest Screening Score **38 measures**	Step 3: Top Scoring Measures from Each Element **17 measures**	Step 4: Most Promising Mobility Measures for Testing **12 measures**
• 13A: Multimodal Level of Service (MMLOS) • 13B: Level of Traffic Stress (LTS) • 15: Pedestrian Crossing Index • 24: System Completeness • 6: Bicycle/Pedestrian Network Directness/Connectivity • 27: Travel Speed • 2: Accessibility to Destinations • 21: Person and Goods Throughput • 3: Accessibility to Employment • 5: Accessibility to Transit • 12: Mode Share • 10: Hours of Congestion/Duration of Congestion • 9: Freight Delay • 14: Access to Opportunity Index • 29: Travel Time Reliability (Planning and Buffer Travel Time Indexes) • 26: Transit Ridership • 33: Vehicle Miles Traveled (VMT) • 36: VMT per Capita • 28: Travel Time • 34: Vehicle-Bicycle Crashes • 35: Vehicle-Pedestrian Crashes • 38: V/C for Roadway Links • 4: Accessibility to Freight Terminals, Ports, and Industry • 7: Congestion Extent • 17: Percent System Reliable • 18: Person Capacity • 19: Person Hours of Travel (PHT) • 22: Queuing • 23: Recurring Delay/Non-Recurring Delay • 31: Vehicle Hours of Delay (VHD)/Peak Hour Excessive Delay • 20: Person Miles Traveled (PMT) • 8: Fatal and Serious Injury Crashes and Crash Rates • 25: Total Crashes • 16: Percent of Congested Traffic • 1: AADT/Capacity • 30: Trip Length/Trip Length Distributions • 11: Level of Service • 37: Volume-to-Capacity Ratio (V/C) at Intersections • 32: Vehicle Hours Traveled (VHT)	• 13A: Multimodal Level of Service (MMLOS) • 13B: Level of Traffic Stress (LTS) • 15: Pedestrian Crossing Index • 24: System Completeness • 6: Bicycle/Pedestrian Network Directness/ Connectivity[1] • 27: Travel Speed • 2: Accessibility to Destinations • 21: Person and Goods Throughput[2] • 12: Mode Share[3] • 10: Hours of Congestion/ Duration of Congestion • 9: Freight Delay[4] • 29: Travel Time Reliability (Planning and Buffer Travel Time Indexes) • 33: Vehicle Miles Traveled (VMT)[5] • 36: VMT per Capita • 28: Travel Time • 38: V/C for Roadway Links • 37: Volume-to-Capacity Ratio (V/C) at Intersections	• 13A: Multimodal Level of Service (MMLOS) • 13B: Level of Traffic Stress (LTS) • 15: Pedestrian Crossing Index • 24: System Completeness • 27: Travel Speed • 2: Accessibility to Destinations • 10: Hours of Congestion/Duration of Congestion • 29: Travel Time Reliability (Planning and Buffer Travel Time Indexes) • 36: VMT per Capita • 28: Travel Time • 38: V/C for Roadway Links • 37: Volume-to-Capacity Ratio (V/C) at Intersections
Note: All measures from **Supporting Document B**, ranked by screening criteria ranking.	Note: Top scoring measures for each mobility policy element based on screening criteria ranking in previous step.	Note: Further narrowing of the measures list based on: ease of analysis, suitability to multiple applications, direct correlation to mobility, and overlap with other elements.

Gray measures are not moved forward in the next screening process step.

The measures above are listed in order from highest to lowest screening score for each step. A memo documenting each step of the screening process is available on the project website.

[1] Removed because of its similarities to System Completeness and Accessibility to Destinations.
[2] Although a useful corridor-level metric, removed because it is difficult to apply.
[3] Removed because it is an outcome and goal for the region, rather than a direct measure of mobility.
[4] Removed because of its similarity to Hours/Duration of Congestion.
[5] Removed because VMT per capita better reflects impacts to mobility.

REGIONAL MOBILITY POLICY UPDATE

2021 SPRING ENGAGEMENT SCHEDULE

Dates are subject to change pending availability of agenda time.

Metro Council and Regional Committees

Who	Date
Metro Council	April 13
TransPort Subcommittee to TPAC	April 14
Joint Policy Advisory Committee on Transportation (JPACT)	April 15
Metro Policy Advisory Committee (MPAC)	April 28
County Coordinating Committees	Various dates from April to June
Stakeholder Forums	
JPACT	May 20
Transportation Policy Alternatives Committee (TPAC)	June 4
JPACT	June 17
Metro Council *(requested)*	June 29

County Coordinating Committees

Who	Date
Clackamas County TAC	April 27
East Multnomah County Transportation Committee TAC	May 5
Washington County Coordinating Committee TAC	May 6
East Multnomah County Transportation Committee (policy)	May 17
Clackamas County C-4 subcommittee (policy)	May 19
Washington County Coordinating Committee (policy)	June 14

Stakeholder Forums

Who	Date
Practitioner Forum 1*	April 21, 10 a.m. - noon
Freight and Goods Forum	April 23, 9 - 11 a.m.
Practitioner Forum 2*	April 30, 9 - 11 a.m.
Community Leaders Forum	May 14, 9 - 11 a.m.

** The two practitioner forums will be the same format/content to provide an option for stakeholders to participate on the date that works best for their schedule.*

Metro/ODOT Regional Mobility Policy Update

Project purpose and objectives

(as identified in work plan approved by JPACT and the Metro Council in 2019)

July 24, 2020

Project purpose

The purpose of this project is to:

- Update the regional transportation policy on how the Portland area defines and measures mobility for people and goods to better align how performance and adequacy of the transportation system is measured with broader local, regional and state goals and policies.
- Recommend amendments to the Regional Transportation Plan and Policy 1F of the Oregon Highway Plan (Table 7 and related policies for the state-owned facilities in the Portland metropolitan planning area boundary).

The updated policy will be considered for approval by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council as an amendment to the Regional Transportation Plan (RTP) as part of the next RTP update (due in 2023). The updated policy for state owned facilities will be considered for approval by the Oregon Transportation Commission (OTC) as an amendment to Policy 1F of the Oregon Highway Plan.

The updated policy will be applied within the Portland area metropolitan planning area boundary and guide the development of regional and local transportation system plans and the evaluation of the potential impacts of plan amendments and zoning changes on the transportation system as required by Section 0060 of the Transportation Planning Rule (TPR). In addition, the updated policy will provide a foundation for recommending future implementation actions needed to align local, regional and state codes, standards, guidelines and best practices with the new policy, particularly as it relates to mitigating development impacts and managing, operating and designing roads.

Project objectives

The 2018 RTP is built around four key priorities of advancing equity, mitigating climate change, improving safety and managing congestion. The plan recognizes that our growing and changing region needs an updated mobility policy to better align how we measure the performance and adequacy of the transportation system for both people and goods. The comprehensive set of shared regional values, goals and related desired outcomes identified in the 2018 RTP and 2040 Growth Concept, as well as local and state goals will provide overall guidance to this work.

The following project objectives will direct the development of the updated mobility policy that meets these broad desired outcomes for the Portland metropolitan region.

The project will amend the RTP and Policy 1F of the OHP to:

1. Advance the region's desired outcomes and local, regional and state efforts to implement the 2040 Growth Concept and 2018 RTP policy goals for advancing equity, mitigating climate change, improving safety and managing congestion.
2. Support implementation of the region's Climate Smart Strategy, the Statewide Transportation Strategy for Reducing Greenhouse Gas Emissions and related policies.

3. Provide a clear policy basis for management of and investment in the throughway[1] and arterial system to better manage growing motor vehicle congestion in the region in order to maintain interstate and statewide mobility on the throughway system while providing for intra-regional mobility and access by transit, freight and other modes of travel on the arterial roadway system and other modal networks.
4. Develop a holistic alternative mobility policy and associated measures, targets, and methods for the Portland region that focuses on system completeness for all modes and system and demand management activities to serve planned land uses. The updated policy will:
   a. Clearly and transparently define and communicate mobility expectations for multiple modes, users and time periods, and provide clear targets for local, regional and state decision-making.
   b. Provide mobility equitably and help eliminate disparities historically marginalized communities[2] face in meeting their travel needs.
   c. Address all modes of transportation in the context of planned land uses.
   d. Be innovative and advance state of the art practices related to measuring multimodal mobility.
   e. Use transportation system and demand management to support meeting mobility needs.
   f. Help decision-makers make decisions that advance multiple policy objectives.
   g. Address the diverse mobility needs of both people and goods movement.
   h. Balance mobility objectives with other adopted state, regional and community policy objectives, especially policy objectives for land use, affordable housing, safety, equity, climate change and economic prosperity. [3]
   i. Distinguish between throughway and arterial performance and take into account both state and regional functional classifications for all modes and planned land uses.
   j. Evaluate system completeness and facility performance for all modes to serve planned land uses as well as potential financial, environmental, greenhouse gas and community impacts of the policy, including impacts of the policy on traditionally underserved communities and public health.
   k. Recognize that mobility into and through the Portland region affects both residents across the region and users across the state, from freight and economic perspectives, as well as access to health care, universities, entertainment and other destinations of regional and statewide importance.
   l. Be financially achievable.
   m. Be broadly understood and supported by federal, state, regional and local governments, practitioners and other stakeholders and decision-makers, including JPACT, the Metro Council and the Oregon Transportation Commission.
   n. Be legally defensible for implementing jurisdictions.
   o. Be applicable and useful at the system plan, mobility corridor and plan amendment scales.

[1] Throughways are designated in the 2018 RTP and generally correspond to Expressways designated in the OHP.

[2] Historically marginalized communities are defined as people of color, people who do not speak English well, low income people, youth, older adults and people living with disabilities.

[3] Including the Oregon Transportation Plan, state modal and topic plans including OHP Policy 1G (Major Improvements), Oregon Transportation Planning Rule, Metro 2040 Growth Concept, Metro Regional Transportation Plan, Metro Regional Transportation Functional Plan and the Metro Congestion Management Process.

Project requirements and considerations

The project will address these requirements and considerations:

1. Comply with federal, state and regional planning and public involvement requirements, including Oregon's Statewide Planning Goals, ORS 197.180, the process set forth in OHP Policy 1F3 and associated Operational Notice PB-02.
2. Consider implications for development review and project design.
3. Consider implications for the region's federally-mandated congestion management process and related performance-based planning and monitoring activities.
4. Coordinate with and support other relevant state and regional initiatives, including planned updates to the Oregon Transportation Plan and Oregon Highway Plan, the ODOT Region 1 Congestion Bottleneck and Operations Study II (CBOS II), the ODOT I-205 Tolling Project, the ODOT I-5 Tolling Project, Metro Regional Congestion Pricing Study, the Metro Regional Transportation System Management and Operations (TSMO) Strategy update and the Metro jurisdictional transfer framework effort.
5. Document data, tools and methodologies for measuring mobility.
6. Provide guidance to jurisdictions on how to balance multiple policy objectives and document adequacy, i.e. consistency with the RTP and OHP, in both transportation system plans (TSPs) and plan amendments, when there are multiple measures and targets in place.
7. Recommend considerations for future local, regional and state actions outside the scope of this project to implement the new policy and to reconcile differences between the new system plan and plan amendment measures and targets and those used in development review and project design.