

JPACT Worksheet

Agenda Item Title: Metro/ODOT Regional Mobility Policy Update: Draft Policy, Measures and Action Plan for the 2023 Regional Transportation Plan

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Purpose/Objective

Staff is seeking JPACT feedback on the draft regional mobility policy, measures and targets, and the draft implementation action plan.

Metro and ODOT staff recommend the draft policy, measures and targets be moved forward to further test and refine as part of the 2023 Regional Transportation Plan (RTP) update. The action plan includes state, regional and local actions outside the scope of this project that are needed to implement the new policy and measures.

Outcome

JPACT discussion and input on these policy questions:

- Does JPACT have feedback on the five draft mobility policy statements? (See Attachment 1)
- Does JPACT have feedback on the three proposed performance measures and respective targets? (See Attachment 1)
- Does JPACT have feedback on the overall timing and proposed actions identified in the draft implementation action plan? Anything missing? (See Attachment 3)
- Does JPACT have feedback on other aspects of the draft policy or measures that warrant further discussion by TPAC or JPACT before making a recommendation to the Metro Council?

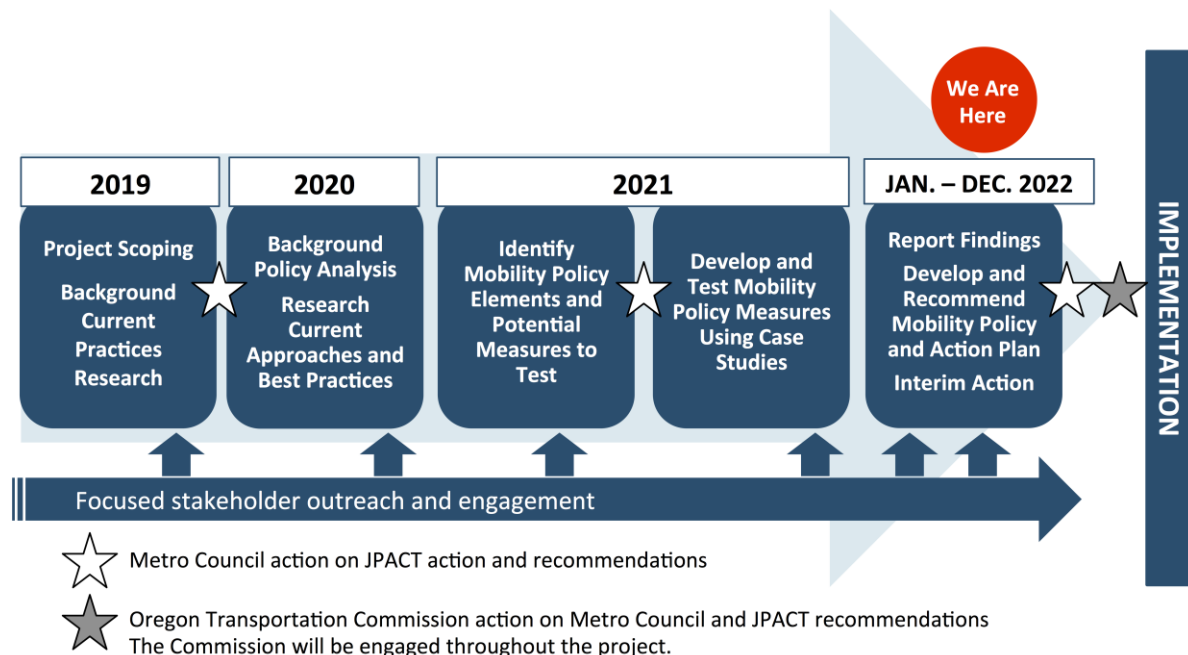
At their November 4 meeting, the Transportation Policy Alternatives Committee (TPAC) will be requested to recommend that JPACT support moving forward the draft policy, measures (and targets) and implementation plan for further testing and refinement as part of the 2023 RTP update. At the November 17 meeting, JPACT will be asked to take action on TPAC's recommendation and make a recommendation to the Metro Council.

Background and context

Shown in **Figure 1**, Metro and the Oregon Department of Transportation (ODOT) have been working together since 2019 to update how the region defines and measures desired mobility outcomes for people and goods traveling in the Portland area. The updated mobility policy will guide the development of regional and local transportation plans and studies, and the evaluation of potential impacts of local comprehensive plan amendments and zoning changes on the transportation system.

The goal of this update is to better align the policy and measures with shared regional values, goals, and desired outcomes identified in the RTP and 2040 Growth Concept, as well as with local and state goals.

Figure 1. Project Timeline



As directed by the 2018 RTP, this project will update the current mobility policy, last updated more than 20 years ago. The 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. ¹

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 state-owned facilities in the region. As a result, ODOT and Metro agreed to work together to update the mobility policy for the Portland area in both the 2018 RTP and OHP Policy 1F.

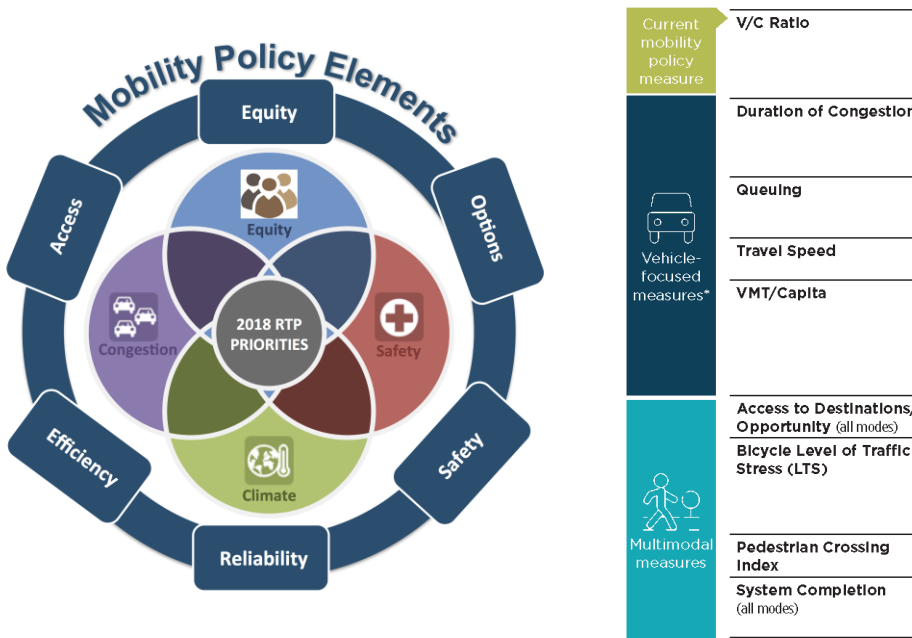
The mobility policy update was defined and adopted unanimously in Chapter 8 of the 2018 RTP. At that time, JPACT and Metro Council recognized this work was important to better align how we measure mobility and adequacy of the transportation system for people and goods with the RTP policy goals for addressing equity, climate, safety, and mobility.

What has changed since JPACT last considered this issue/item?

Staff last presented on this item to JPACT on Summer 2021. At that time, JPACT and Metro Council recommended the mobility policy elements and measures in **Figure 2** be further evaluated and tested. The recommendation was informed by prior research and input, the technical screening process and subsequent stakeholder input.

¹ For example, when the v/c ratio of a roadway equals 0.90, 90 percent of the roadway’s vehicle capacity is being used. At 1.0, the vehicle capacity of the roadway is fully used.

Figure 2: Regional Mobility Policy Elements and Measures Evaluated



Throughout Fall 2021 and 2022 the project team used the input received to date from JPACT and Metro Council to continue working with TPAC, MTAC and practitioners to further develop the draft regional mobility policy, performance measures and respective targets proposed for further testing and refinement as part of the 2023 Regional Transportation Plan update. The project team also developed the draft implementation action plan which includes state, regional and local actions outside the scope of this project that are needed to implement the new policy and measures.

Attachment 1 includes an overview of the draft policy and measures (and targets). **Attachment 2** includes an overview of next steps for finalizing the draft policy and future implementation actions. **Attachment 3** includes the draft implementation action plan. **Attachment 4** includes an overview of the process that led to the draft policy and proposed measures and targets.

TPAC previously expressed broad support for the five policy statements listed in Attachment 1. On October 7, TPAC reviewed and provided feedback on the proposed measures and targets in Attachment 1 and draft implementation action plan in Attachment 3. Specific TPAC feedback included:

- Expressed general support for further testing and refinement of the draft policy, measures and targets and implementation action plan through the 2023 RTP update pending further discussion in October.
- Expressed broad support for overall direction and the vehicle miles traveled (VMT) per capita and system completeness measures and actions identified to support implementation.
- Recommended further policy discussion of the hours of congestion reliability measure and target and policy implications of proposed thresholds.
 - Mixed support for the proposed 35 MPH speed threshold for Interstates (I-5, I-205, I-84, I-405) and other unsignalized limited access throughways designated in the RTP (e.g., US 26, OR 217).
 - Additional analysis underway to inform target setting for signalized throughways designated in the RTP (e.g., OR 212, OR 224, US 30 west of I-405 loop, OR 99E and OR 213 south of Oregon City, 99W in the Sherwood area)

- Requested updates to the timing for completion of guidance, methods and tools needed to support implementation to ensure the actions are aligned and coordinated to support local and regional implementation of this policy and new statewide policies and planning requirements. In particular ensure all the tools, guidance and methods need to be available to local governments by the time the Regional Transportation Functional Plan is amended.
- Requested development of a simplified timeline that shows the relationship of implementation of the updated regional mobility policy to regional and statewide planning efforts, including the 2023 RTP update, Oregon Transportation Plan update, Oregon Highway Plan update, implementation of the Climate-Friendly and Equitable Communities (CFEC) rules, and local TSP updates.

Next steps

Staff will present the proposed performance measures and targets and draft implementation action plan for JPACT discussion and feedback.

Feedback received in October will be addressed in draft policy and implementation action plan brought forward for consideration by TPAC, JPACT and the Metro Council in November and December, respectively. The draft policy is proposed to be further tested and refined in 2023 as part of the update to the RTP that is underway. JPACT and the Metro Council are anticipated to consider final action on the 2023 RTP (and the updated mobility policy) in November 2023. Local implementation of the updated policy is anticipated to begin in 2025, pending completion of a number of state and regional actions described in the implementation action plan.

A schedule of the remaining steps in development of the draft policy and implementation action plan follows.

11/4/22	TPAC recommendation to JPACT on a final draft policy and measures to test and refine in the 2023 RTP update
11/17/22	JPACT considers action on TPAC recommendation
12/1/22	Metro Council considers action on JPACT recommendation (requested)
Winter 2023	Begin to apply draft policy in 2023 RTP update
November 2023	JPACT and Metro Council consider adoption of final policy and measure in 2023 Regional Transportation Plan
2024 and beyond	Implementation activities defined in the implementation action plan, including requesting Oregon Transportation Commission consideration of the Regional Mobility Policy for the Portland metropolitan area in the updated Oregon Highway Plan in 2024.

What packet material do you plan to include?

- Attachment 1. Overview of Draft Regional Mobility Policy and Measures (9/30/22)
- Attachment 2. Overview Where We Are Headed (9/30/22)
- Attachment 3. Draft Implementation Action Plan (9/30/22)
- Attachment 4. Overview of the Process for Development of the Draft Policy and Implementation Action Plan (9/30/22)

Draft 2023 RTP Regional Mobility Policy (RMP) Overview

The Regional Mobility Policy is a policy in Metro’s Regional Transportation Plan (RTP) as well as ODOT’s Oregon Highway Plan. It applies to system planning and plan amendment processes only within the Portland metropolitan area. The goal of this updated policy is to better align the policy and measures with shared regional values, goals, and desired outcomes identified in RTP and 2040 Growth Concept, as well as with local and state goals. Specifically, the updated policy is intended to support mobility outcomes related to equity, efficiency, access and options, safety, and reliability. Three measures are included in the policy that have direct relationships to these desired mobility outcomes.

Draft Regional Mobility Policy for the 2023 Regional Transportation Plan

- | | |
|-------------------|--|
| Mobility Policy 1 | Ensure that land use decisions and investments in the transportation system enhance efficiency in how people and goods travel to where they need to go. |
| Mobility Policy 2 | Provide people and businesses a variety of seamless and well-connected travel modes and services that increase connectivity, increase choices and access to low carbon transportation options so that people and businesses can conveniently and affordably reach the goods, services, places and opportunities they need to thrive. |
| Mobility Policy 3 | Create a reliable transportation system that people and businesses can count on to reach destinations in a predictable and reasonable amount of time. |
| Mobility Policy 4 | Prioritize the safety and comfort of travelers by all modes when planning and implementing mobility solutions. |
| Mobility Policy 5 | Prioritize investments that ensure that Black, Indigenous and people of color (BIPOC) community members and people with low incomes, youth, older adults, people living with disabilities and other marginalized and underserved populations have equitable access to safe, reliable, affordable and convenient travel choices that connect to key destinations. |
| Mobility Policy 6 | Use mobility performance measures and targets that have direct for system planning and evaluating the impacts of plan amendments including Vehicle Miles Travelled (VMT) per capita for home-based trips and VMT/employee for commute trips to/from work, hours of congestion on the throughways, and system completeness. |

Draft Mobility Policy Performance Measure Targets

Measure	Target	Expected Mobility Outcomes
<p>VMT per Capita (VMT/Capita for home-based trips and VMT/Employee for commute trips to/from work)</p>	<p>Achieve reductions required by OAR 660 Division 44 (GHG Reduction Rule)</p>	<p>Land Use Efficiency</p> <p>Land use patterns that are more efficient to serve because they reduce the need to drive and are supportive of travel options.</p>
<p>System Completeness</p>	<p>Complete the “planned” network and system for walking, biking, transit, vehicles, freight and implement strategies for managing the transportation system and travel demand</p> <p><i>Note: The “planned” system, Strategic and Financially Constrained, may not achieve completeness for all modes but should identify future intent for all facilities given constraints and tradeoffs.</i></p>	<p>Complete Multi-Modal Networks</p> <p>Travel options and connectivity allow people to reliably and safely walk, bike, drive, and take transit to get where they need to go.</p>
<p>Hours of Congestion on Throughways</p>	<p>Increase miles of the throughway system that operate with 4 or fewer hours of congestion per day based on a speed of 35 mph.</p> <p><i>Note: Congestion is currently defined by ODOT for their freeways as vehicle speeds below 75% of the posted speed. The mobility policy will clarify how congested conditions are defined for current and future forecast conditions. Speeds on throughways below 35 mph are typically considered congested.</i></p>	<p>Reliability</p> <p>Safe, efficient and reliable travel speeds for people, goods and services.</p>

How do the measures work together?

VMT/Capita will be a controlling measure in both system planning and plan amendments to ensure that the planned transportation system and changes to the system support reduced VMT/capita by providing travel options that are complete and connected and that changes to land use reduce the overall need to drive from a regional perspective and are supportive of travel options.

- For system planning, the final planned system must support OAR 660 Division 44 (Metropolitan Greenhouse Gas (GHG) Emissions Reduction rule) and OAR 660 Division 12.
- For plan amendments, VMT/capita for household-based trips and VMT/employee for commute trips will be used to determine if the proposed plan amendment has a significant impact on regional VMT/capita that needs to be mitigated or not.

System Completeness and **Hours of Congestion on Throughways** are secondary measures that will be used to identify needs and inform the development of the planned system. The policy requires that TSPs define the planned system for each mode using a variety of guidance documents. Additional RTP and state policies also guide the development of individual modal systems. It is important to note that the Regional Mobility Policy is one of many policies that inform the development of the Regional Transportation Plan and local transportation system plans in the Portland region. The regional and local “planned” system may not achieve completeness for all modes but should identify future needs and expectations for all facilities given constraints and tradeoffs. Similarly, Hours of Congestion on Throughways will inform state and regional needs of the throughway system, and the target articulates the desired level of reliability for the throughway system designated in the RTP and OHP. Identifying solutions for locations that do not meet the Hours of Congestion on Throughways target shall follow the RTP congestion management process¹ and OHP Policy 1G², and should not come at the expense of achieving the VMT/capita target.

Using the updated Regional Mobility Policy for system planning processes:

The Regional Mobility Policy does not dictate how Metro or local agencies conduct system planning. It is one tool to be used to identify needs and define the planned system.

Through the RTP, Metro will define districts to establish a future baseline for VMT/capita that meets OAR 660 Division 44 (Metropolitan GHG Emissions Reduction Rule). The percent change in VMT/capita for the region must meet the reduction target in Division 44 (GHG Emissions Reduction Rule), but the percent change in VMT/capita for each district may vary.

At the local jurisdiction planning level, the planned system defined through the system planning processes must meet the RTP-set VMT/capita baseline for its impacted districts.

¹ RTP Chapter 3 (pages 3-71 and 3-72) and Appendix L to the RTP provides more detailed information. Sections 3.08.220 and 3.08.510 of the Regional Transportation Functional Plan further direct how cities and counties implement the CMP in the local system planning process.

² Policy 1G (Major Improvements) has the purpose of maintaining highway performance and improving highway safety by improving system efficiency and management before adding capacity.

Through the planning process, Hours of Congestion on Throughways will be used as a target to inform the planned throughway system. The target is no more than 4 hours per day with average travel speeds below 35 mph. There will be instances where there is not funding or community desire to complete roadway projects that would meet the Hours of Congestion target; therefore, it will be used for guidance to identify needs and deficiencies instead of as a standard.

The planned system determined through system planning processes that meets the VMT/capita baseline will become the basis for review of system completeness during plan amendment processes.

[Using the Regional Mobility Policy update for plan amendments processes:](#)

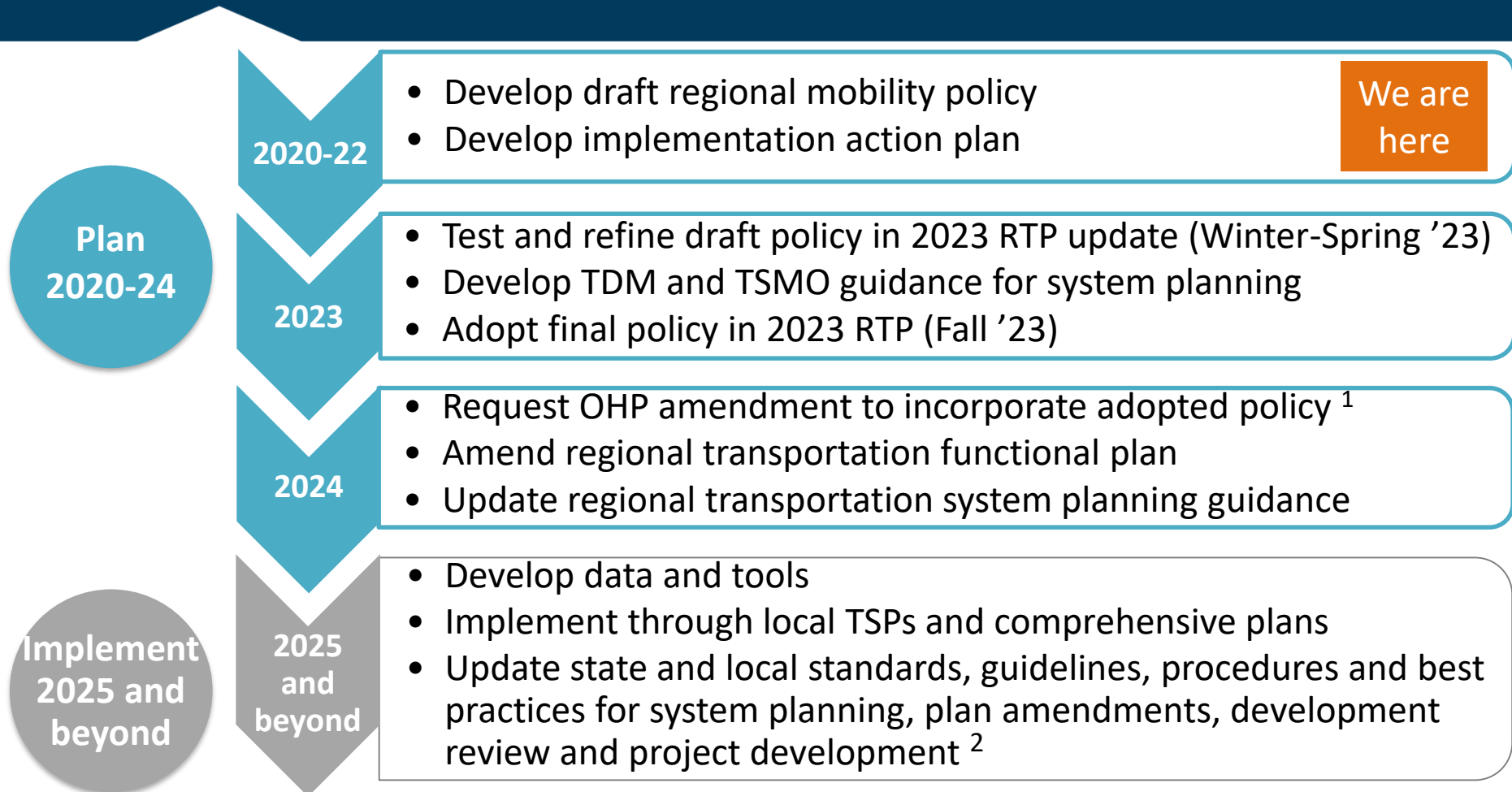
Comprehensive plan amendments that do not surpass the trip generation thresholds in the Oregon Highway Plan Policy 1F will be found to have no significant impact and are not required to further evaluate VMT/capita, hours of congestion, or system completeness. Comprehensive plan amendments that exceed the trip generation thresholds in the Oregon Highway Plan Policy 1F need to determine if there is a significant impact based on changes to the VMT/capita for the impacted district(s).

Plan amendments that increase VMT/capita, causing the district to not meet its target, will be required to mitigate that impact by adjusting their land use plan, supporting VMT/capita reduction through enhancing non-vehicular modes, and/or committing to travel demand management. Enhancing non-vehicular modes means increasing system completeness for non-vehicular modes within the impact area of the plan amendment for those modes. Within the impact area, the system gaps will be identified based on the planned system in the TSP.

Large plan amendments will be obligated to develop a funding plan that will address the system gaps and bring additional projects that support VMT/capita reduction into the financially constrained transportation system plan and that help the district meet their VMT/capita target. In addition to addressing system completeness, a large plan amendment that is found to have a significant impact on VMT/capita that cannot be mitigated, will be required to review the impact of the plan amendment on meeting the Hours of Congestion on Throughways target and mitigate the impact. Addressing motor vehicle Hours of Congestion target shall follow the RTP congestion management process and OHP Policy 1G and shall not come at the expense of achieving the VMT/capita target for the region.

Smaller plan amendments will need to demonstrate their proportionate impact on increased VMT/capita in the district and agree to conditions on the plan amendment or future conditions of development approval consistent with the local jurisdiction development code and project funding mechanisms that will include land use, travel demand management, and/or off-site mitigations to support reduced VMT/capita.

Where are we headed?



¹ The Oregon Highway Plan is undergoing an update in 2023-24.

² ODOT and DLCD are updating state guidelines, procedures and other tools in 2022-23 to support Climate-Friendly and Equitable Communities (CFEC) implementation.

Regional Mobility Policy for the Portland Metropolitan Area

Draft Implementation Action Plan

The following describes actions necessary to implement the proposed policy including steps to incorporate the policy into existing policy documents, guidance and procedures, and development of the data and tools needed for practitioners to implement the policy. The implementation actions are organized by these estimated time periods:

- **2023**
- **2024**
- **2025 and beyond**

A lead agency and timing for completion is identified for each action along with a brief description of the action. Lead agencies are Metro and ODOT. Partners include cities, counties, transit providers, Port districts and other partners in the greater Portland region.

These actions are draft and subject to further refinement in 2023 as the policy is tested and refined during the 2023 Regional Transportation Plan (RTP) update. These implementation actions will be completed as resources are available.

2023 Actions

- **Test and refine the draft Regional Mobility Policy through 2023 Regional Transportation Plan update.** This work will include incorporating the regional mobility policy language in the Overarching System Policies currently in Chapter 3 (Section 3.2) of the RTP, alongside safety, equity, and climate policies. To be consistent with the format of the RTP, explanatory text for each of the six policy statements will be developed with specific actions to implement each. This work will be completed in coordination with ODOT and cities, counties, and other partners in the region.

Lead Agency: Metro

When: Winter-Spring 2023

- **Establish baseline VMT/capita for home-based trips and VMT/employee for commute trips to/from work in the 2023 RTP.** This work will include defining “districts” within the regional modeling tools for which baseline VMT/capita for home-based trips and VMT/employee for commute trips to/from work will be established, considering the RTP mobility corridors geographies as a starting point. This work will be completed in coordination with ODOT and cities and counties in the region.

Lead Agency: Metro

When: Spring 2023

- **Further define and map TSMO “Key Corridors” for inclusion in 2023 RTP.** This action as called for in the 2021 Regional TSMO Strategy and will support implementation of the updated mobility policy. TSMO Key Corridors will be based on the 2018 RTP TSMO Network Map, and will represent the network in which transportations systems management strategies are most essential. This work will be completed in coordination with ODOT and cities and counties in the region.

Lead Agency: Metro/TransPort

When: Winter-Spring 2023

- **Update Multimodal System Inventories.** Update the Statewide Active Transportation Network Inventory in the Portland region in coordination and collaboration with Metro and local governments as a tool to support implementation of the updated Regional Mobility Policy and reporting for OAR 660-012 and OAR 660-044, building from local and regional (RLIS) system data. The Regional Land Information System (RLIS) Metro maintains and data collected by local governments and reported to Metro provide important information to support this action.

Lead Agency: ODOT

When: Winter-Spring 2023

- **Develop implementation guidance for TDM/TSMO to support the Regional Mobility Policy.** Guidance will identify expectations for system completeness for TDM/TSMO at a regional level, identify roles and responsibilities for Metro and its partners in implementation, include recommended processes for system planning and plan amendments for local jurisdictions, and provide TDM tools to support implementation. The TSMO guidance will likely include a checklist, using the existing Regional ITS Architecture Plan and ITS checklist as a starting point. The Regional ITS Architecture Plan allows a local agency to track how information flows among transportation operators to manage the multimodal system and assures the equipment they put into capital projects is effective and interoperable, satisfying requirements of the region, ODOT and FHWA. This work will be completed in coordination with ODOT, cities and counties and other partners in the region.

Lead Agency: Metro

When: 2023-24

- **Adopt the final Regional Mobility Policy in the 2023 Regional Transportation Plan.** The 2018 RTP Section 3.5, Regional Motor Vehicle Network Vision and Policies, includes the Interim Regional Mobility Policy; mobility targets therein correspond with the Oregon Highway Plan's Policy 1F, Highway Mobility Policy, Table 7.

Lead Agency: Metro

When: Nov. 2023

2024 Actions

- **Request consideration of the Regional Mobility Policy for the Portland metropolitan area in the updated Oregon Highway Plan to reflect the regional mobility policy adopted in the 2023 Regional Transportation Plan.** An update of the Oregon Highway Plan is planned for 2022-23, following the adoption of the new Oregon Transportation Plan. The updated Regional Mobility Policy is anticipated to replace Table 7 in the current OHP Policy 1F. Request new OHP to integrate explanatory text, performance measure targets, and other state guidance for transportation system planning for state highways in the Portland metropolitan area, consistent with the updated policy. . The requested new policy will include removal of the recommendation in the Oregon Highway Plan for local agencies to adopt ODOT mobility standards for development review purposes.

Lead Agencies: Metro and ODOT

When: 2024

- **Amend Regional Transportation Functional Plan, Title 3, Transportation Project Development, to reflect the Regional Mobility Policy.** Title 3 includes current mobility targets in Table 3.08-2; Section 3.08.230 Performance Targets and Standards requires Oregon Transportation Commission approval for local adoption of mobility standards for state highways that differ from those in Table 3.08-2. Establish an evaluation and reporting

process that an agency must follow to demonstrate that the RTP congestion management process was used and that other solutions were analyzed first before capacity-adding projects consistent with OAR 660-012-0830. Other functional plan amendments may be needed to implement the final adopted policy. This work will be completed in coordination with ODOT, DLCD, transit providers, cities, counties and other partners in the region.

Lead Agency: Metro

When: 2024

- **Develop a VMT-based spreadsheet tool to support evaluation of plan amendments.** The spreadsheet or similar tool will help assess potential changes to VMT/capita and VMT/employee for commute trips and potential mitigations to minimize the need for application of the regional travel demand model for all plan amendments. Before leading the tool development, ODOT would develop data and tool specifications, review relevant research, and conduct sensitivity testing in coordination with Metro and other MPOs. This tool is anticipated to support implementation of this policy and OAR 660-012 and OAR 660-044 statewide. The tool would have three main functions:
 - Provide the starting VMT/capita and VMT/employee starting values for projects to use. These starting values could be presented at the traffic analysis zone (TAZ) level or District level.
 - Assess the direction and magnitude of change to VMT/capita and VMT/employee that would result from the proposed land use changes.
 - Evaluate the effectiveness of potential mitigation actions, including changes to planned land use and circulation, improved transit, bicycling, and walking facilities, and the implementation of travel demand management (TDM) programs.

Lead Agency: ODOT

When: 2024-25

- **Develop hours of congestion and travel speed forecasting guidance.** Develop guidance on calculating hourly average travel speed and hours of congestion on throughways based on the model used in coordination with ODOT. If using output from the regional travel demand model, ensure a consistent approach to segment lengths, model hour(s) reviewed, and any calibration needed. This work may identify updates to ODOT's Analysis Procedures Manual and/or other procedures to reflect this guidance.

Lead Agencies: Metro and ODOT

When: 2024

- **Update Regional Transportation Functional Plan to encompass additional relevant TSMO and TDM system planning guidance.** Consider how the plan amendment and development review processes could support citywide and county-wide initiatives identified in TSPs such as ITS plans, wayfinding programs, and demand management programs. This work will be completed in coordination with ODOT, DLCD, DEQ, transit providers and cities and counties in the region.

Lead Agency: Metro

When: 2024

- Update ODOT's Analysis Procedures Manual, development review procedures, and TSP guidelines to reference the updated Regional Mobility Policy. The development review procedures will be updated to provide guidance on assessing impacts of plan amendments

on ODOT facilities. The updates will build on updates planned to start in 2023 to support implementation of OAR 660-012 and OAR 660-044 and the new OHP when it is adopted.

Lead Agency: ODOT

When: 2023-2024

- **Determine remaining needs for updates to the Oregon Highway Design Manual to acknowledge the adopted Portland Metro area mobility policy.** The updates will build on updates planned to start in 2023 to support implementation of OAR 660-012 and OAR 660-044.

Lead Agency: ODOT

When: 2024

- **Develop model codes and guidance to support local implementation.** Develop guidance to local jurisdictions (potentially in the RTFP) on how the RMP could be applied to their facilities for reviewing plan amendments and land development applications. Applying the RMP to local jurisdiction facilities requires amendments to local jurisdiction standards for their facilities through their TSPs and land development codes. This work will be completed in coordination with ODOT, DLCD, transit providers and cities and counties in the region.

Lead Agency: Metro

When: 2024

2025 and Beyond Actions

- **Implement Regional Mobility Policy through local TSP and comprehensive plan updates.** Local TSP and plan updates will apply the new mobility policy in their system planning and update local codes and ordinances to reflect the new policy in requirement for plan amendments and project development. This work includes incorporating regional performance targets that apply to plan amendments to ensure that the proposed changes are consistent with the planned function, capacity, and performance standards of state and regional facilities. Local jurisdictions that have adopted ODOT's OHP V/C targets as standards in their development codes, may also replace these v/c targets with the new mobility policy and performance targets. This work will be completed in coordination with ODOT and Metro.

Lead Agency: Cities and counties

When: 2025 and beyond

- **Incorporate Regional Mobility Policy Implementation Guidance for TDM into Metro's Regional Travel Options (RTO) Strategy Update.** RTO staff seeks to be responsive to new policy direction (including the Regional Mobility Policy Update, 2023 RTP Update, and the DEQ Employee Commute options Rules Update) as well as internal program direction (including the 2022 RTO Racial Equity Strategy, 2022 Commute Program Analysis, and updates to the RTO Grant Program). These inputs set the RTO Program on a revised trajectory of program and service delivery which will be reflected in an update to the 2018 RTO Strategy, the program's 10-year strategic plan. The RTO Strategy Update will articulate a regional vision for TDM, including a roadmap for Metro and partners in supporting this vision.

Lead Agency: Metro

When: 2025-2026

- **Update Transportation Analysis Zones (TAZs) to support local and regional planning needs.** Refine TAZ boundaries or establish additional TAZs to better align with jurisdictional, urban growth boundaries and other planning needs.

Lead Agency: Metro

When: 2026-28

- **Expand the region’s Dynamic Traffic Assignment capabilities.** This work would expand the region’s existing model(s) to calculate hourly average travel speeds for all throughways and other reliability measure outputs within a capacity constrained model. Guidance will be developed to consistently calculate hourly average travel speed using DTA model. This work will also determine if thresholds should be adjusted if analysis is adjusted to use the DTA model. This work will be completed in coordination with ODOT and other state and regional modeling collaboration efforts described below.

Lead Agency: Metro

When: TBD

- **State and Regional Modeling Collaboration.** Modify and create new regional modeling tools in coordination with the Oregon Modeling Statewide Collaborative (OMSC) to better account for all modes of travel, including light-duty commercial travel, in support of implementation of this policy and OAR 660-012 and OAR 660-044. This includes support for the statewide joint-estimation and regional deployment of ActivitySim and supporting tools, which will better integrate State and Regional modeling efforts, particularly where these models overlap and exchange data.

Lead Agency: Metro and ODOT

When: TBD



Regional Mobility Policy Update

Overview of the Process for Development of the Draft Mobility Policy and Action Plan

An overview of the process used to identify the mobility policy elements and develop the draft policy, proposed performance measures and draft implementation action plan follows.

Step 1 | Project Scoping and Current Measures and Tools Research

From 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 [Portland State University's Synthesis Research on Current Measures and Tools](#) reviews the existing mobility policy and summarizes current practices in measuring multimodal mobility.

Step 2 | Policy Analysis and Current Approaches and Best Practices Research

In 2020, the project team reviewed [previous input from historically marginalized and underserved communities](#) and other stakeholders from the [2018 Regional Transportation Plan update](#), development of the [2020 transportation funding measure](#) and the [Scoping Engagement Process](#) for this effort. Based on this review and additional feedback received through two workshops with the TPAC and MTAC in fall 2020, six key transportation outcomes were identified as integral to how we view mobility in the Portland region.

In Fall 2020, 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. In Winter 2021, the Consultant team applied the screening criteria through a multi-step process to narrow a list of 38 potential mobility measures to 12 potential mobility measures that appeared most promising for testing and further evaluation through case studies. [A technical memo](#) and supporting documents describing the screening process is available on the project website.

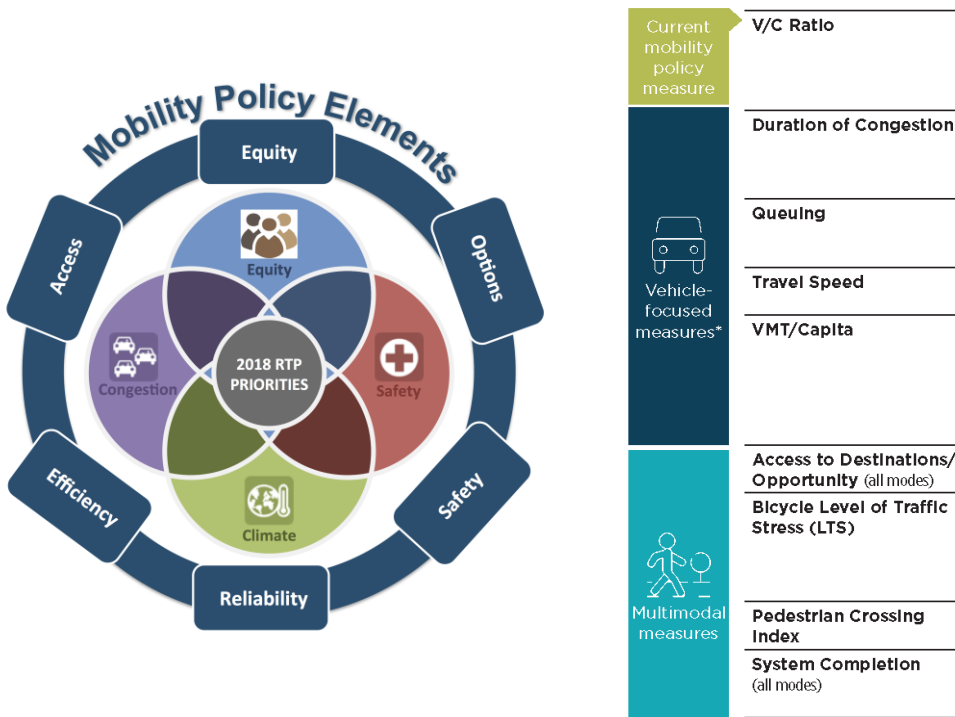
Step 3 | Identify Mobility Policy Elements and Test Potential Measures Using Case Studies

In spring 2021, the project team engaged policymakers, practitioners, community leaders and other stakeholders to review and provide feedback on the draft mobility policy elements and potential measures to include in the updated policy. Throughout May and June 2021, the project team engaged stakeholders through online forums, briefings and committee meetings. The four online forums included two forums for planning, modeling and engineering practitioners, a forum for goods and freight professionals, and a forum for community leaders. A total of about 130 people participated in the forums. Project staff also presented and received feedback at County Coordinating Committees (staff and policy), MTAC, TPAC, the Metro Policy Advisory Committee (MPAC), JPACT and the Metro Council – representing more than 350 individual points of input.

A [Stakeholder Engagement Report](#) and [supporting Appendices](#) documenting the Spring 2021 engagement process and input received is available on the project website.

In June 2021, JPACT and Metro Council recommended the mobility policy elements and measures in **Figure 2** be further evaluated and tested. The recommendation was informed by past research and input, the technical screening process and subsequent stakeholder input.

Figure 1: Regional Mobility Policy Elements and Measures Evaluated



Throughout Fall 2021 and early 2022, the project team evaluated a series of case studies. The case studies research focused on learning more about each of the potential new mobility measures and potential ways in which the measures could be applied across different land use and transportation contexts and for different planning applications – focusing on system planning and plan amendments. A memo providing an [overview of the preliminary case study evaluation work](#) and a [report summarizing the case study analysis and findings](#) are available on the project website.

Step 4 | Develop Draft Mobility Policy, Measures and Implementation Action Plan to Test and Refine in 2023 RTP Update

From February to May 2022, the project team engaged TPAC, MTAC and other practitioners through three workshops, an online questionnaire, briefings to staff-level county coordinating committees and a third practitioners forum. The team reported the case study findings and preliminary mobility policy recommendations from the research.

The discussions and questionnaire resulted in additional input on the draft policies, the individual measures being proposed for the updated mobility policy and ideas for how the measures could be applied during system planning and when evaluating the transportation impacts of plan amendments. The TPAC and MTAC workshop materials and meeting summaries are available on the Metro website. A [report summarizing feedback from the April 2022 practitioners forum](#) is available on the project website.

From May to August 2022, the project team used the previous input received to further develop the draft regional mobility policy and proposed performance measures and presented the policy and measures to TPAC and MTAC at the June 17 joint workshop. Staff from the City of Portland and Multnomah Council submitted additional written feedback following the workshop, and the

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project team had two follow-up meetings with the city of Portland in July and August as requested at the workshop. The Metro Council discussed the draft policy and proposed performance measures at a July work session and expressed support for the overall direction of the work, including the draft policies and proposed measures, recognizing more details on application of the policy and measures, including thresholds would continue to be developed with TPAC and MTAC through the summer.

In August 2022, the project team continued to refine the draft policy, which includes five individual policy statements, and four proposed performance measures to address feedback received. Major changes made to the June draft included:

- Provided additional clarification on use of VMT/capita and baseline setting.
- Removed travel speed for arterials from the draft policy.
- Removed proposed throughway travel speed thresholds pending further TPAC and MTAC discussion of additional travel speed analysis prepared by the Consultant team.
- Added information on TSMO and TDM system completeness that reflects ongoing Metro work through the Regional TSMO and Regional Travel Options programs.
- Clarified the process for applying the policy in system planning and plan amendments.

The project team presented an updated draft policy, measures and action plan to TPAC and MTAC at the August 17 joint workshop. Staff from the Multnomah County, the Federal Highway Administration (FHWA), City of Portland, Washington County and Clackamas County submitted additional written feedback following the workshop. The project team had two follow-up meetings with ODOT technical services staff from Salem and Region 1. A [report summarizing feedback from the August 2022 workshop](#) is available on the project website.

In Late August and throughout September 2022, the project team continued to refine the draft performance measures and implementation action plan to address feedback received. Major changes made to the August draft include:

- Added travel speed-based reliability targets for the region's throughways based on additional analysis prepared by the Consultant team.
- Added information on TSMO and TDM system completeness that reflects ongoing Metro work through the Regional TSMO and Regional Travel Options programs.
- Further clarified the process for applying the policy in system planning and plan amendments.
- Expanded the draft implementation action plan to include more specificity on future actions needed to implement the policy and lead agencies and timing for this work.

The [draft policy and implementation action plan \(dated September 30, 2022\)](#) is available on the project website.

In October 2022, the project team presented an updated draft mobility policy, measures and implementation action plan for review and discussion by TPAC, JPACT and the Metro Council. Feedback received in October will be addressed in draft policy and implementation action plan brought forward for consideration by TPAC, JPACT and the Metro Council in November and December.