Memo

Oregon Department of Transportation

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Date: August 10, 2022

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Project: Regional Mobility Policy Update

Subject: Task 8.1: Updated "Discussion Draft" Mobility Policy (8/10/22)

Introduction

Metro and the Oregon Department of Transportation (ODOT) are working together to update the regional mobility policy and related mobility measures for the Portland metropolitan area. The mobility policy guides 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. The goal of this update is to better align the policy and measures with shared regional values, goals, and desired outcomes identified in Metro's Regional Transportation Plan (RTP) and 2040 Growth Concept, as well as with local and state goals, and define expectations about mobility by travel mode, land use context, and roadway function(s). The updated policy will describe the region's desired mobility outcomes and more robustly and explicitly define mobility for transportation system users in the Portland area.

This document builds upon the previously agreed upon draft mobility definition and foundational elements integral to achieving the region's desired mobility outcomes, and presents a "Discussion Draft" mobility policy based on input received from policymakers and stakeholders on the draft policies, measures, and case study applications documented in the Case Study Analysis Memorandum and shared through workshops and forums throughout Winter and Spring 2022.

Background

The determination that alternative mobility targets are necessary for the Portland metropolitan region was made through the 2018 Regional Transportation Plan (RTP) planning process. This determination was based on inability to implement the transportation projects needed to meet current targets given anticipated funding and estimated costs, and in some cases because the physical impacts of potential projects or the impacts on other modes were not acceptable considering other transportation policies and land use and environmental conditions in the affected locations. The adopted 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. With this project, regional mobility policy will take its place in the overarching System Policies in the RTP, alongside safety, equity, climate leadership, and emerging technologies currently in Chapter 3, Section 3.2. Mobility policies are intended to apply to arterials and throughways within the Metro's planning area. Policies and associated measures will also be forwarded to the Oregon Transportation Commission for consideration of amending Oregon Highway Plan Policy 1F, and if adopted would apply to state facilities within the Portland metropolitan area.

The draft mobility policy is intended to achieve the following mobility outcomes which are in alignment with ODOT and Metro strategic goals and priorities. They were identified by policymakers and stakeholders as critical to how we plan for, manage, and operate our transportation system.

Equity

- ***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 communities experience equitable mobility.***

BIPOC and other marginalized communities have often experienced disproportionately negative impacts from transportation infrastructure as well as disparities in access to safe multimodal travel options. Addressing these disparities is a priority for ODOT and Metro.

The regional transportation system should support access to opportunities for everyone, not just people in motor vehicles. Equity can be enhanced through providing strong multimodal networks with priority provided to improvements benefitting historically marginalized and underserved communities.

Efficiency

- ***Land use and transportation decisions and investments contribute to more efficient use of the transportation system meaning that trips are shorter and can be completed by more travel modes, reducing space and resources dedicated to transportation.***

Efficiency in this context means that transportation requires less space and resources. Efficiency can be improved by shortening travel distances between destinations. Shorter travel distances to destinations enhance the viability of using other and more efficient modes of transportation than the automobile and preserves roadway capacity for transit, freight and goods movement by truck and for longer trips. Efficiently using land, and planning for key destinations in proximity to the where people live and work, contributes to shorter trip lengths.

The transportation efficiency of existing and proposed land use patterns and transportation systems can be measured by looking at "vehicle miles traveled (VMT) per capita" for home-based trips[1] or "VMT per employee" for commute trips to/from work of an area.

Access and Options

- ***People and businesses can conveniently and affordably reach the goods, services, places, and opportunities they need to thrive.***
- ***People and businesses can choose from a variety of seamless and well-connected travel modes and services that easily get them where they need to go.***

The viability of trips made by modes other than automobiles can be increased by investing in a connected, multimodal transportation system. Multimodal systems serve all people, not just those who have access to vehicles or the ability to drive them, and provide more route choices, increase safety and efficiency, and increase reliability.

Closing gaps in networks, particularly pedestrian and bicycle networks, can change travel preferences, reducing VMT/capita. Progress towards well connected, multimodal networks can be measured by mode with "system completeness".

[1] TSPs and comprehensive plans collectively can achieve reduced vmt/capita; however, the contributions of individual projects are challenging to measure and when considered individually or in a localized area may increase vmt/capita.

Safety

- ***People are able to travel safely and comfortably, and feel welcome.***

Unsafe transportation facilities can result in injury and loss of life, and place a strain on emergency responders. Both unsafe conditions and perceived unsafe conditions can impact travel behavior, causing users to choose different routes or modes. Prioritizing investments that reduce the likelihood of future crashes and that improve safety and comfort for all users will increase mode choices and improve reliability. System completeness by travel mode is useful in identifying needs and investments that could enhance safety and comfort.

Reliability

- ***People and businesses can count on the transportation system to travel where they need to go reliably and in a reasonable amount of time.***

In a reliable transportation system, all users, including people in automobiles and using transit, can reasonably predict travel time to their destinations. Reliability is impacted by travel conditions, safety, street connectivity, congestion, and availability of travel options. Investments in safety, street connectivity, transit, operations management, and demand management could yield significant benefits for managing congestion and increasing reliability for vehicle modes. System completeness can be used as a measure of the availability of reliable travel options, including walking and biking. Average travel speed can be used as a measure to forecast areas of congestion that will impact reliability for vehicle modes, including transit.

For Throughways, the essential function is throughput and mobility for motor vehicle travel, including transit and freight vehicles, to maximize movement of people and goods. Throughways serve interregional and interstate trips and travel times are an important factor in people and businesses being able to make long-distance trips to and through the region and access destinations of regional and statewide significance in a reasonable and reliable amount of time.

For most Arterials, depending upon the street design classification and freight network classification, the essential functions are transit, bicycle and pedestrian travel and access, while balancing motor-vehicle travel and the many other functions of arterials in intensely developed areas. Improving automobile reliability through additional roadway capacity should follow the region's congestion management process and not come at the expense of non-motorized modes and achieving system completeness consistent with modal or design classification or achieving the VMT/capita target for the region or the jurisdiction.

Performance Measures

Regional mobility within the Portland metropolitan area is multi-faceted and requires more than one performance measure to assess adequacy and needs , and to monitor progress toward desired mobility outcomes. Through a process of research, case studies, applying evaluation criteria and soliciting stakeholder and practitioner input, an extensive list of potential measures was narrowed down to four measures. These measures, applied at different scales and to different facilities, are needed to assess overall system performance and whether the system of multi-modal networks are equitable, complete, safe, comfortable , and reliable.

Table 1: "Discussion Draft" Mobility Policy Performance Measures

Measure	Scale for Application	How it Would be Used	Expected Mobility Outcomes
VMT/Capita for home-based trips **and** **VMT/Employee for commute trips to/from work**	Plan Area (RTP, TSP, Plan Amendment)	Measured for the plan area to ensure that land use and transportation plan changes are working in tandem to achieve OAR 660 Division 44 (GHG Reduction rule) VMT/capita reduction targets and resulting in: • reduced need to drive • improved viability of using other and more efficient modes of transportation than the automobile and • preserving roadway capacity for transit, freight and movement for goods and services.	**Land Use Efficiency** Land use patterns that are more efficient to serve because they reduce the need to drive and are supportive of travel options.
System Completeness	Facility Level for Throughways and Regional Arterials in Plan Area (RTP, TSP, Plan Amendment)	Used to identify needs and define the complete multimodal system in regional and local TSPs, facility plans, corridor plans, and area plans. The "complete system" would be defined through system planning and include local, collector and arterial network connectivity, the future number of through lanes, , type of bicycle facility, pedestrian crossings at designated spacing, transit service, transit priority treatments and other transit supportive infrastructure, and TSMO/TDM elements.	**Complete Multi-Modal Networks** Travel options and connectivity allow people to reliably and safely walk, bike, drive, and take transit to get where they need to go.
Average Travel Speed	Facility Level for Throughways (RTP, TSP, Plan Amendment)	Used to identify areas of poor reliability where due to recurring congestion, average travel speeds drop below approximately TBD mph during TBD specified hours of the day on throughways designated in the RTP. On freeways, reliable traffic flow maximum vehicle capacity is consistent between 40 and 65 mph.[2] Addressing motor vehicle congestion through additional throughway capacity should follow the RTP system sizing policy and congestion management process and OHP Policy 1G[3] and should not come at the expense of achieving system completeness for non-motorized modes consistent with RTP modal or design classifications or achieving the VMT/capita target for the jurisdiction.	**Reliability** Safe, efficient and reliable travel speeds for people, goods and services.

[2] On throughways, similar maximum vehicle capacity occurs between 40 and 65mph. When vehicle demand causes traffic speeds to drop below 35 mph, traffic flows become unstable (more stop and go) and the facility capacity drops and the facility is able to move fewer cars per lane. Above 35 mph, traffic flows are more likely to be stable and capacity remains fairly consistent even as the speeds increase and greater distances are needed between vehicles.

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

Discussion Draft Regional Mobility Policy

Within the Portland metropolitan area, the State of Oregon and Metro have a shared goal of providing mobility such that people and businesses can safely, affordably, and efficiently reach the goods, services, places, and opportunities they need to thrive by a variety of seamless and well-connected travel options and services that are welcoming, convenient, comfortable, and reliable.

To achieve these outcomes, it is the policy of the State of Oregon and Metro to:

Mobility Policy 1	Ensure that the public's 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, one 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 in 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 to key destinations.

These policies apply to:

- the state highway system within the Portland metropolitan area for
  - identifying state highway mobility performance expectations for planning and plan implementation; and
  - evaluating the impacts on state highways of amendments to transportation system plans, acknowledged comprehensive plans and land use regulations pursuant to the Transportation Planning Rule (OAR 660-12-0060).
- throughways and regional arterials designated in the Regional Transportation Plan, which include state and local jurisdiction facilities, for identifying mobility performance expectations for planning and plan implementation.

Regional Mobility Policy Reminder:

This policy is not meant for use during development review of outright zoned development but does apply to plan amendments per the TPR.

Under this policy, Oregon Highway Plan volume-to-capacity ratio targets still guide operations decisions such as managing access and traffic control systems and can be used to identify intersection improvements that would help reduce delay, improve the corridor average travel speed, and improve safety. Local jurisdiction standards for their facilities still apply for evaluating impacts of amendments to transportation system plans, acknowledged comprehensive plans and land use regulations pursuant to the Transportation Planning Rule (OAR 660-12-0060) and guiding operations decisions.

Four performance measures as described in Table 2 will be used to assess the adequacy of mobility in the Portland metropolitan area for the regional networks based on the expectations for each facility type, location, and function. These measures will be the initial tools to identify mobility gaps and deficiencies (needs) and consider solutions to address identified mobility needs. The subsequent actions describe how to apply these measures for system planning and assessing plan amendment consistency with OAR 66-012-0060.

Table 2: Draft Mobility Policy Performance Measure Targets

Measure	Application	Target		
VMT/Capita for home-based trips **and** **VMT/Employee for commute trips to/from work**	System Planning	OAR 660 Division 44 (GHG Reduction Rule) sets VMT/Capita reduction targets with which the next major RTP update and local TSPs will need to comply. The resulting RTP and TSPs that meet this regional target will establish a future baseline VMT/capita and VMT/employee. All subsequent applications of this policy shall not increase VMT/capita or VMT/employee above the future baseline.		
	Plan Amendments[1]	The plan amendment will have equal to or lower forecast VMT/capita for home-based trips and equal to or lower forecast VMT/employee for commute trips to/from work than the District[2].		
System Completeness	System Planning	Complete networks and systems for walking, biking, transit, vehicles, freight, and implement strategies for managing the transportation system and travel demand (See Table 3 for guidance and Table 4 for completeness elements by facility type). (Planned system, Strategic and Financially Constrained, may not achieve completeness for all modes to target levels but should identify future intent for all facilities given constraints and tradeoffs.)		
	Plan Amendments	100% of planned system Or Reduced gaps and deficiencies (See Table 5 for guidance)		
Average Travel Speed		**RTP Motor Vehicle Designation**	**Average Travel Speed Target[5]**	**Hours per Day Target**
	System Planning[3]	Throughways [4] I-205, I-84 (east of I-205) I-5 (Marquam Bridge to Wilsonville) OR 217 US 26 (west of sylvan) US 30, OR 47, OR 212 OR 224, OR 213	TBD mph – posted speed limit [6]	TBD hours per day
		Throughways [4] I-405 (from I-5 South to I-5 North) I-5 North (Marquam Bride to Interstate Bridge) US 26 (from Sylvan interchange to I-405) I-84 from I-5 to I-205 99E from Lincoln Street to OR 224 interchange	TBD mph – posted speed limit [6]	TBD hours per day
	Plan Amendments	Same as system planning	Same as system planning	Same as system planning

Table Notes:

[1] Plan amendments that meet this target shall be found to not have a significant impact pursuant to the Transportation Planning Rule (OAR 660-12-0060).

[2] Metro will establish VMT/Capita "Districts" that identify TAZ groupings (subareas) with similar land use characteristics and forecast VMT/Capita. A spreadsheet or similar tool will be developed to help assess potential changes to VMT/capita and VMT/employee and potential mitigations to minimize the need for application of the regional travel demand model for all plan amendments.

[3] Addressing motor vehicle congestion through additional throughway capacity should follow the RTP system sizing policy, the region's congestion management process and OHP Policy 1G and should not come at the expense of achieving system completeness for non-motorized modes consistent with regional modal or design classifications or achieving the VMT/capita target for the region or jurisdiction.

[4] Throughways are designated in the Regional Transportation Plan and generally correspond to Expressways designated in the Oregon Highway Plan.

[5] Used to identify areas of poor reliability where due to recurring congestion, average travel speeds drop below TBD mph for TBD hours per day.

[6] Targets will need to be revisited after NEPA process is complete for the I-205 Toll Project and Regional Mobility Pricing Project.

Table 3: Guidance for Defining the Complete Planned System

Mode	System Completeness Element	Supporting guidance
Pedestrian	Plan for complete network	RTFP, DLSTG, BUD
	Plan for adequate crossing spacing	RTFP, DLSTG, BUD
	Plan for adequate crossing treatments, including curb ramps	NCHRP 562
	Plan for a low-stress walking network to transit and other key destinations[4]	RTFP, APM, TriMet Pedestrian Plan
Bicycle	Plan for complete network	RTFP, DLSTG, BUD
	Plan for a low-stress bicycling network to transit and other key destinations	APM
	Plan for adequate bike parking at key destinations	RTFP, TriMet Bicycle Parking Guidelines
Transit	Plan for complete network	Regional Transportation Plan RTFP
	Plan for transit priority infrastructure (e.g., transit signal priority, queue jumps, semi-exclusive or exclusive bus lanes or transitways)	Regional Transit Strategy
	Plan for adequate bus stop amenities and other transit supportive facilities[5]	TriMet Bus Stop Guidelines
Motor Vehicle	Plan for adequate local, collector and arterial street connectivity	RTP, RTFP
	Plan for number of through lanes within maximum guidance	RTP, RTFP, DLSTG
	Plan/policy for where turn lanes will be permitted/prohibited and maximum number of turn lanes considering safety for all modes and land use context	APM, DLSTG, BUD
TSMO	Plan for infrastructure and programs, and maintain system compatibility	RTFP[6] Regional ITS Architecture Plan Regional TSMO Strategy
TDM	Plan for infrastructure and programs	RTFP (forthcoming) Oregon Metro-specific guidance for TSPs[7]

[4] Key destinations include but are not limited to: 2040 centers and main streets; major employers; transit stops and stations; grocery stores and farmers markets; childcare facilities, schools and colleges; medical or dental clinics and hospitals; government offices and other civic destinations; parks, recreation centers, trails, and open spaces; major sports or performance venues; and gyms and health clubs.

[5] Transit supportive facilities includes stations, hubs, stops, shelters, signs, and ancillary features.

[6] The implementation action plan includes updates to the RTFP to further include TSMO and TDM considerations.

[7] This document will outline how jurisdictions may incorporate TDM into their planning processes, providing guidance for supporting or requiring TDM delivery at site level, setting targets and objectives, and monitoring success. The document will be based on FHWA-HOP-12-035 national guidance, adapted to align with state and regional context including the updated ECO Rules, CFEC Rulemaking, and regional goals.

AMP – Analysis Procedures Manual (ODOT)
BUD – Blueprint for Urban Design (ODOT)
DLSTG – Designing Livable Streets and Trails Guide (Metro)
NCHRP – National Cooperative Highway Research Project
RTFP – Regional Transportation Functional Plan (Metro)

Table 4: System Completeness Elements by Facility Type

Facility	System Completeness (Elements)
Throughways	Planned TSMO/ITS[8] infrastructure and programs Planned TDM[9] infrastructure and programs Planned street connectivity Planned bus coverage and service frequency Planned transit priority treatments and other transit supportive infrastructure Planned pricing strategies Planned travel lanes Planned regional trails/multi-use paths
Arterials	Planned TSMO/ITS[10] infrastructure and programs Planned TDM infrastructure and programs Planned street connectivity Planned bus coverage and service frequency (RTP only) Planned transit priority treatments and other transit supportive infrastructure Planned sidewalks and pedestrian crossings Planned bikeways Planned travel lanes

[8] Transportation System Management measures for throughways means techniques for increasing the efficiency, safety, capacity, or level of service of a transportation facility without increasing its size. Examples include, but are not limited to, access management, ramp metering, and restriping of high occupancy vehicle (HOV) lanes.

[9] Demand management means actions which are designed to change travel behavior in order to improve performance of transportation facilities and to reduce need for additional road capacity. Methods may include, but are not limited to, the use of non-driving modes, individualized marketing programs, commuter programs, trip reduction strategy for large employers, ride-sharing and vanpool programs, trip-reduction ordinances, shifting to off-peak periods, and parking management, including reduced, times or paid parking.

[10] Transportation System Management and Operations measures for arterials means techniques for increasing the efficiency, safety, capacity, or level of service of a transportation facility without increasing its size. Examples include, but are not limited to, traffic signal improvements, traffic control devices including installing medians and parking removal, channelization, access management, and restriping of high occupancy vehicle (HOV) lanes, including bus only lanes.

System Planning Actions

All three of the mobility policy measures are applied to system planning which includes updates to long-range transportation plans, including the Regional Transportation Plan and locally adopted transportation system plans. System planning also includes planning for the transportation system in smaller geographies through facility plans, corridor refinement plans as defined in the RTP and OAR 660-012-, and area plans, including concept plans for designated urban reserve areas. The following actions describe how each of the performance targets shall be used in tandem in system planning, which is supported by the flow chart in Figure 1.

1. Division 44 (GHG Reduction) sets VMT/capita reduction target for the Portland metropolitan area[11]. The RTP process will identify the strategies needed to achieve this target and result in baseline future VMT/capita for the region and each local jurisdiction. This future baseline shall be used to estimate future VMT capita for home-based trips and VMT/employee for commute trips to/from work at the TAZ level. The TAZ data shall be aggregated to develop "Districts" [12] with similar land use and VMT characteristics by Metro through the RTP update process..

2. For system planning at the sub-regional, local jurisdiction (TSPs), or subarea levels, VMT/capita for home-based trips and VMT/employee for commute trips to/from work shall be measured for the plan area to ensure that land use and transportation plan changes are working in tandem to achieve the region's VMT/capita reduction target, resulting in reduced need to drive, improved viability of using other and more efficient modes of transportation than the automobile, and preserving roadway capacity for transit, freight and movement of goods and services. At the first major TSP update after this policy is implemented, system plans shall demonstrate that the planned transportation system achieves of the regional Division 44 target and that future system plan updates maintain or reduce aggregate VMT/capita for home-based trips and VMT/employee for commute trips to/from work for the TAZs and Districts in the plan area compared to the baseline set in the RTP. Projections of vehicle miles traveled per capita must incorporate the best available science on latent and induced travel of additional roadway capacity consistent with OAR 660-012-0160.

3. System Completeness targets shall be used to identify needs and ensure that the planned transportation system is increasing connectivity and improving safety of the multimodal network. The definition of complete shall be established in local transportation system plans consistent with the RTP and RTFP for each facility and will vary based on the modal functional classification and design classification . Table 3 provides guidance for defining the complete system and Table 4 identifies the elements that must be identified for each facility or service type.

[11] The Division 44 targets cannot currently be measured using Metro's Regional Travel Demand Model (RTDM); however, baselines for VMT/capita for home-based trips and VMT/employee for commute trips to/from work can be established from the RTDM for the RTP scenario that meet the Division 44 targets as measured via a different tool.

[12] VMT/Capita "Districts" will be established that identify TAZ groupings (subareas) with similar forecast VMT/Capita, considering use of RTP mobility corridor geographies as a starting point.

4. Average travel speed targets shall be used to assess performance of throughway facilities within the system planning study area for safe, efficient and reliable speeds. Targets will include a target minimum average travel speed that shall be maintained for a specific number of hours per day, recognizing that the target is not likely to be met during a number of peak hours, as described in Table 2. These targets shall inform identification of transportation needs and consideration of system and demand management strategies and other strategies[13] but shall not be used as standards at the expense of non-motorized modes and achieving system completeness for other modes consistent with regional modal or design classifications or achieving the VMT/capita target for the region or jurisdiction. Analysis segmentation of facilities within the study area will be determined based on the analysis software or modeling tool utilized.[14] Projections of vehicle miles traveled per capita must incorporate the best available science on latent and induced travel of additional roadway capacity.

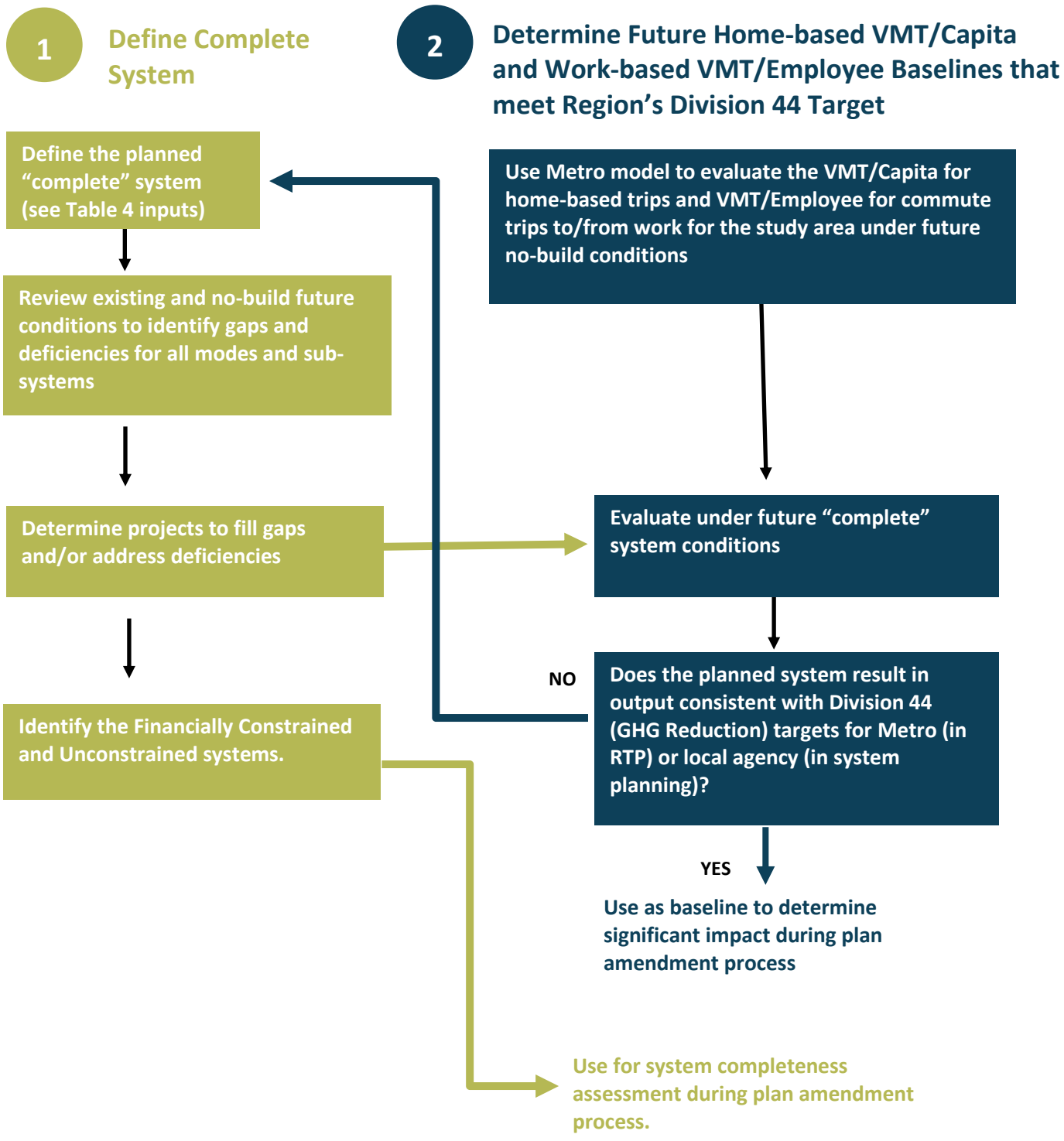
5. Interchanges shall be managed to maintain safe, efficient and reliable operation of the mainline for longer trips of regional or statewide purpose through the interchange area. The main objective is to avoid the formation of traffic queues on off-ramps which back up into the portions of the ramps needed for safe deceleration from mainline speeds or onto the mainline itself. This is a significant traffic safety and operational concern as queues impact mainline operations and crashes affecting reliability. Deceleration space for vehicles exiting throughway mainlines can be improved by managing throughways for longer trips resulting in reducing off-ramp traffic volumes and by increasing capacity at the off-ramp terminal. Thruway off-ramp terminal intersection and deceleration needs shall be evaluated through system plans such as Interchange Area Management Plans, Corridor Plans, and Sub-area Plans.

6. In system plans, when identifying transportation needs and prioritizing investments and strategies, projects that create greater equity and reduce disparities between "Equity Focus Areas" and "Non-Equity Focus Areas" shall be prioritized. This action aims to improve equitable outcomes by burdening underserved populations less than and benefiting underserved populations as much or more as the study area population as a whole. Because the Equity Focus Areas as defined by the RTP are based on a regional average comparison, local governments shall conduct a more specific equity analysis at the local TSP scale consistent with OAR 660-012-0135.

[13] The RTP system sizing policies, regional congestion management process and OHP Policy 1F will be followed to determine mitigations that support meeting the travel speed threshold.

[14] Supporting documentation will be needed as part of implementation of the policy to define the segmentation methodologies based on analysis options.

Figure 1: System Planning Process Utilizing the Four Mobility Policy Measures



Plan Amendment Evaluation Actions

All three of the mobility policy measures are applied to the evaluation of plan amendments. The following actions describe how each of the performance targets shall be used in tandem in evaluating plan amendments consistent with the Transportation Planning Rule (OAR 660-12-0060) and is supported by the flowchart in Figure 3.

1. 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 travel speed or system completeness.

2. In a jurisdiction with a TSP that has demonstrated compliance with achieving the region's Division 44 GHG reduction targets, comprehensive plan amendments that are forecast to maintain or lower VMT/capita for home-based trips and VMT/employee for commute trips to/from work comparted to their future baseline that achieve Division 44 targets, shall be found to have no significant impact consistent with the Transportation Planning Rule (OAR 660-12-0060)

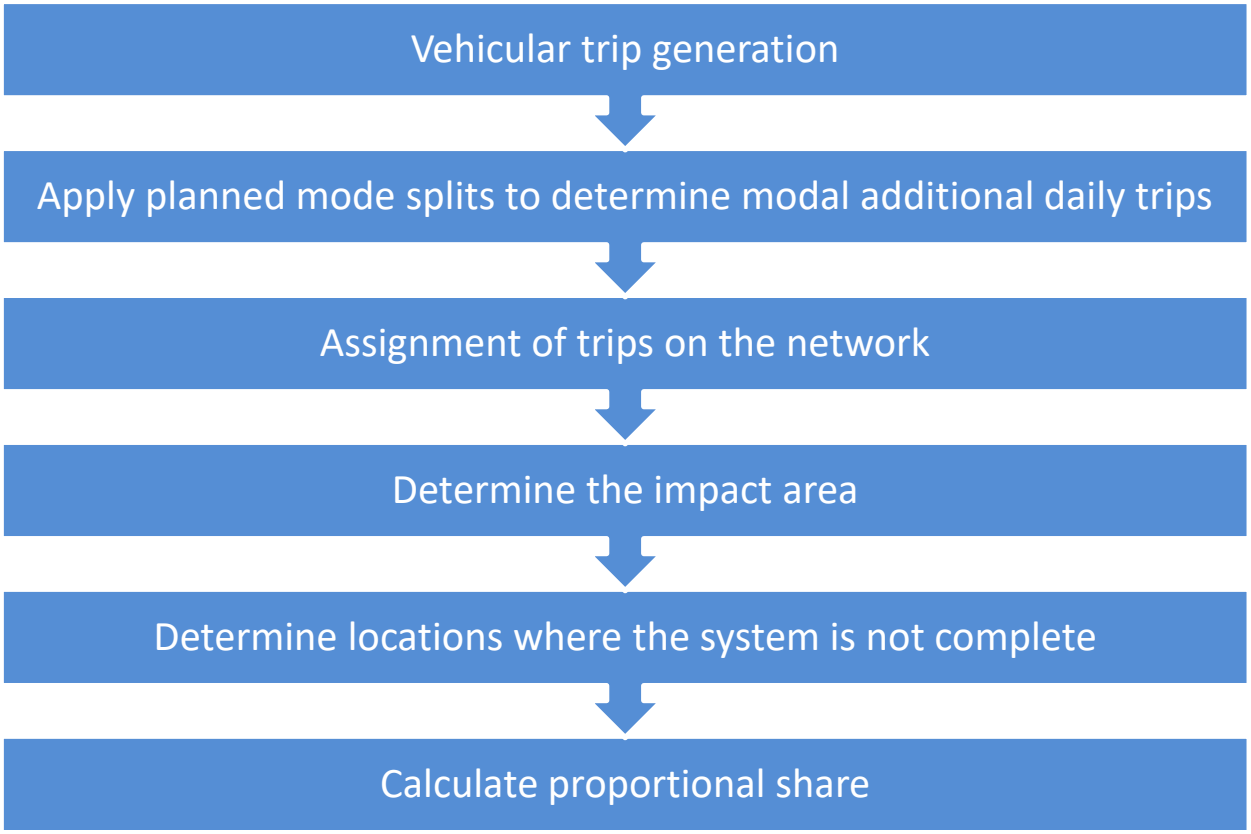
3. Comprehensive plan amendments that have a significant impact because they a) increase VMT/capita for home-based trips or VMT/employee for commute trips to/from work or b) the jurisdiction has not demonstrated compliance with Division 44 shall evaluate impacts of the plan amendment on the system completeness, throughway travel speeds, and off-ramp queuing where applicable.

4. System Completeness assessment of comprehensive plan amendments shall identify the needs to meet the planned system for each mode, as established in regional and/or local system plans. For each mode, the completeness impact area will be defined based on routing from the comprehensive plan amendment site for the specified distances in Table 5. Table 5 provides guidance for identifying the needs within each modal completeness impact area. For the comprehensive plan amendment, a proportional share of the identified needs will be established based on additional daily trips for the plan amendment, as described in Figure 2.

5. Comprehensive plan amendments that demonstrate either of the following for analysis segments within the vehicular impact area shall be found to require mitigation, and a proportional share of the identified needs will be established for the comprehensive plan amendment based on additional daily trips
    a) Degrades the average travel speed of an existing or planned transportation facility such that it would not meet the performance target identified Table 2; or
    b) Degrades the travel speed performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in Table 2.

6. Interchanges within the vehicular impact area shall be assessed for off-ramp queuing to maintain safe, efficient and reliable operation of the mainline for longer trips of regional or statewide purpose through the interchange area under the forecast comprehensive plan amendment.

Figure 2: Guidance for Assessing Plan Amendment Impacts



Note: Vehicular trip generation with planned mode splits will be used until or unless mode specific trip generation resources become available.

Figure 3: Plan Amendment Process Utilizing the Four Mobility Policy Measures

Reliability Measure Assessment (Thruways only) and System Completeness Assessment

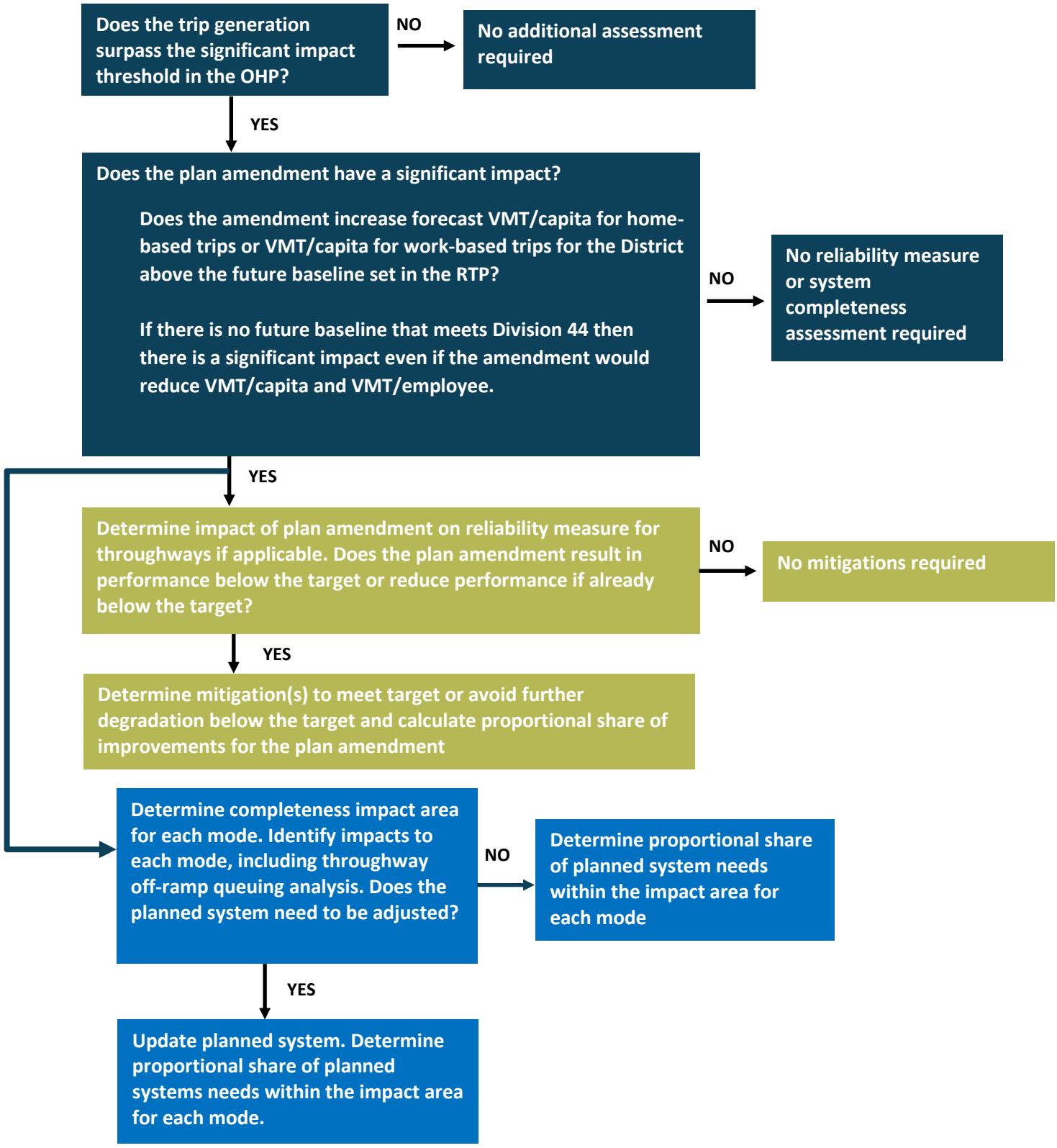


Table 5: Guidance for Assessing Plan Amendment Impacts to System Completeness

	Plan Amendment		
	1. Determine study area by selecting the specified distance along existing and planned facilities	**2. Determine if the planned system should be updated based on the projected trip generation**	**3. Determine locations and quantity of gaps in the planned system within the study area**
Pedestrian	Along facilities within 1/4-mile routing from site in all directions	n/a	Missing pedestrian crossings
	Along facilities within 1/4-mile routing from site in all directions	Review NCHRP 562	Missing pedestrian crossings by treatment type
	Along facilities within 1/4-mile routing from site in all directions	n/a	Curb-miles of low-stress pedestrian facilities gaps
Bike	Along facilities within 1/4-mile routing from site in all directions	n/a	Curb-miles of low-stress bicycle facilities gaps
	Along facilities within 1/4-mile routing from site in all directions	n/a	Missing bicycle crossings
	Along facilities within 1/4-mile routing from site in all directions	Review TriMet Bicycle Parking Guidelines	Missing bike parking
Transit	Along facilities within 1/4-mile routing from site in all directions	Review TriMet Bus Stop Guidelines	Missing Bus stops amenities by amenity type
			Missing transit priority treatments (e.g., transit signal priority, queue jumps, bus-only lanes)
			Missing transit supportive infrastructure
Motor Vehicle	Along facilities within 1/2-mile routing from site in all directions	n/a	Centerline-miles of roadway gaps
	Along facilities within 1/2-mile routing from site in all directions	Review travel speeds, off-ramp queuing	Lane-miles of throughway lane gaps
TSMO	Along facilities within 1/2-mile routing from site in all directions	n/a	Gaps in ITS infrastructure along TSMO 'Key Corridors' (defined by TSMO Strategy and RTP); Missing ITS projects (per TSP)
TDM – Infrastructure	Along facilities within 1/4-mile routing from site in all directions	n/a	Missing TDM projects (per TSP)
TDM - Programming	Site-based/within site boundaries	n/a	Agreement to fulfill required programming (per TSP)

Implementation Action Plan

The following describes actions necessary to implement the proposed policy including steps to incorporate the policy into existing policy documents and guidance and tools needed for practitioners to implement the policy.

Policy Implementation Actions

- **Adopt the updated Regional Mobility Policy in the 2023 Regional Transportation Plan and subsequent RTFP updates**. 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. With this project, regional mobility policy will take its place in the Overarching System Policies in the RTP, alongside safety, equity, climate leadership, and emerging technologies currently in Chapter 3, Section 3.2. To be consistent with the format of the RTP, develop explanatory text for each of the five policy statements and specify the actions to implement each.

- **Request amendment of the Regional Mobility Policy for the Portland metropolitan area in the updated Oregon Highway 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 OHP Policy 1F. 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 n. Remove the recommendation in the Oregon Highway Plan for local agencies to adopt ODOT mobility standards for development review purposes.

- **Update 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 a reporting requirement that an agency has to go through if trying to expand past the lane maximums. This process will verify that the congestion management process was used and that other options were analyzed first before capacity-adding projects.

- **Work with local jurisdictions to update policies that adopt the Regional Mobility Policy as their standards for RTP arterials**. Local adoption will clarify that the updated regional performance targets apply in plan amendment decisions to ensure that the proposed changes are consistent with the planned function, capacity, and performance standards of state and regional facilities. Many local jurisdictions have adopted ODOT's OHP V/C targets as standards in their development codes, with the result that projects can be denied based on the inability to meet or mitigate to the applicable standards; the new Regional Mobility Policy provides a balanced, multi-modal approach to approving development that is consistent with planned growth and state and regional climate, equity, safety and mobility goals.

Near-term Data and Guidance Actions

- Develop Districts within the regional modeling tools that establish baseline VMT/capita for home-based trips and VMT/employee for commute trips to/from work, considering the RTP mobility corridors geographies as a starting point.

- Refine TAZ boundaries or establish additional TAZs to better align with jurisdictional and urban growth boundaries.

- Develop a spreadsheet or similar tool to 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.

- Develop guidance on calculating travel speed on throughways based on the model used.
    - If using output from the regional travel demand model, ensure a consistent approach to segment lengths, model hour(s) reviewed, and any calibration needed.

- Update RTFP to require TSPs to evaluate and mitigate disparities between "Equity Focus Areas" and "Non-Equity Focus Areas". Further define and map TSMO "Key Corridors" consistent with the 2021 Regional TSMO Strategy Update for inclusion in 2023 RTP Update
- Develop TDM guidance for system planning, based on FHWA guidance, specific to the Metro region
- Update RTFP to encompass additional relevant TSMO and TDM guidance
- Consider how the in-lieu process could support citywide initiatives identified in TSPs such as ITS plans, wayfinding programs, etc.

Long-term Data and Analysis Tool Actions

- Expand the region's Dynamic Traffic Assignment model(s) to calculate travel speeds for all throughways and other reliability measure output within a capacity constrained model.
    - Develop guidance to consistently calculate travel speed using DTA model.
    - Determine if thresholds should be adjusted if analysis is adjusted to use the DTA model.

- Establish a consistent process for TDM planning or create a regional TDM plan. A regional TDM plan can be referenced when determining the "planned system" for system completeness purposes.

- Modify or create new regional modeling tools in coordination with the Oregon Modeling Statewide Collaborative (OMSC) to better account for light-duty commercial travel in support of implementation of this policy and OAR 660-012 and OAR-012-044.