

Memo



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Date: Monday, January 12, 2026
From: Noel Mickelberry, Senior Transportation Planner
Subject: Proposed Updates to the 2028 Regional Transportation Plan & Climate Smart Strategy, to reflect Regional Transportation Demand Management Strategy recommendations

This memo provides a summary of proposed updates to be included in the 2028 Regional Transportation Plan (RTP), which were developed concurrently with the Regional Transportation Demand Management (TDM) Strategy. The updates seek to align definitions, update policy direction, and address requirements within regional and state policies and rules regarding TDM. The following two attachments include a clean version of the updates (Attachment A) and a redline version of the updates to existing RTP language (Attachment B).

Chapter 2: Our shared vision and goals for transportation

- **Objective 1.1 Travel Options (Goal 1: Mobility Options):** Simplify the objective language to focus on the desired outcome, in alignment with structure of other Goal 1 objectives.
- **2.4 Regional Transportation Performance Targets, Table 2.1:** Align the performance target with the definition of system completion in the updated mobility policy (RTP Chapter 3), which includes system and demand management.

Chapter 3: System policies to achieve our vision

- **3.3.11 Transportation Demand Management Concept and Policies:** Update the TDM concept, policies, and policy descriptions to align with the updated policies identified in the Regional TDM Strategy. The updated policies reflect refinement to the RTP policies as an outcome of the two-year strategy development process.

Chapter 8: Moving forward together

- **8.2 Planning and Programs, 8.2.2.7 Regional Travel Options and Safe Routes to School programs:** Align RTO and SRTS program description with the 'activity types' defined in Regional TDM Strategy Chapter 5: Metro RTO Work Program

Appendix J: Climate Smart Strategy Implementation and Monitoring and 2014 Climate Smart Strategy Performance Monitoring Approach

- **Policy 6 Implementation Monitoring Measures:** Update measures for Policy 6 of the 2014 Climate Smart Strategy, identified through the Regional TDM Strategy process to elevate high priority TDM activities and assess impact of regional investment in these activities. The Climate Smart Strategy implementation monitoring measures support RTP performance monitoring, as detailed in Appendix J of the RTP. Baseline and targets will be developed in a subsequent process alongside the 2028 RTP Update.

Attachment A: Clean Version of Proposed RTP Updates



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CHAPTER 2: OUR SHARED VISION AND GOALS FOR TRANSPORTATION

2.3 Goals and Objectives

Goal 1: Mobility options

People and businesses can reach the jobs, goods, services and opportunities they need by well-connected, low-carbon travel options that are safe, affordable, convenient, reliable, efficient, accessible and welcoming.

Objectives

- **Objective 1.1 Travel options** –Increase the proportion of trips made by walking, bicycling, shared rides and use of transit, and reduce per capita vehicle miles traveled.

2.4 Regional transportation performance targets

Table 2.1: RTP performance measures, targets and thresholds at a glance

Measure name	Description
<i>Mobility</i>	
System completion	The RTP aims to complete the motor vehicle, transit, bicycle, trail and pedestrian networks, and implement strategies for managing the transportation system and travel demand, with completion of bicycle, trail and pedestrian networks by 2035.

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CHAPTER 3: SYSTEM POLICIES TO ACHIEVE OUR VISION

3.3.11 Transportation Demand Management Concept and Policies

Metro's Regional TDM Strategy, a topical plan of the Regional Transportation Plan (RTP), defined the following concept, definitions and policies to advance TDM in the region. Metro's Regional Travel Options program provides funding and coordination for TDM efforts for the region. Further detail on TDM, Metro's RTO program, TDM supporting strategies and implementation roles can be found in the Regional TDM Strategy document.

3.3.11.1 Transportation demand management concept

Transportation Demand Management (TDM) encompasses a range of strategies aimed at influencing travel behavior, specifically reducing the demand for driving alone and encouraging the use of more sustainable, efficient, and shared modes of transportation. TDM focuses on **managing how, when and if people travel** to make the existing system work better.

The primary objectives of TDM are to enhance mobility, improve the efficiency of the transportation system, promote better air quality, reduce the prevalence of single-occupancy vehicles, and decrease demand on the transportation system.

TDM addresses key behavioral, informational, and social barriers to travel, such as affordability, safety, and access. By providing tangible, reliable, and equitable travel options, TDM is an essential part of meeting Metro's mobility, safety and climate goals.

3.3.11.2 Defining TDM

TDM Policy & Planning

TDM Policy & Planning sets the stage for successful implementation of both TDM Programs and investing in TDM Supportive Design and Infrastructure. TDM efforts are most successful when integrated into policy and planning processes.

- **TDM Policy:** This includes both the implementation of existing policies that support TDM and the development of new policies that advance TDM efforts at the state, regional and local levels. This can include integration of TDM into development review and building permit approvals to implementation and refinement of state-level policy like Oregon's Employee Commute Options (ECO) rule. TDM policy work

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requires coordination across jurisdictions, between TDM practitioners, with private entities who may be subject to policy requirements, and among policymakers.

- **TDM Planning:** Local jurisdictions can embed TDM into their long-range plans to ensure robust implementation and coordination with capital projects. This happens through Transportation System Plans and Comprehensive Plans. Through a new requirement in the state Transportation Planning Rule, planning for TDM is a growing body of work that will require dedicated resources, guidance and technical assistance for successful implementation. (*See Chapter 2 for more details on the state requirements.*)

TDM Programs

TDM Programs focuses on behavioral interventions – the direct interaction, education, and incentive-based work needed to influence travel choices and reduce single-occupancy vehicle trips. TDM Programs includes:

- **Education and hands-on training:** Educating people about the choices available to them and the benefits of travel options and providing tools for trip planning.
- **Marketing, promotion and events:** Creating the social infrastructure for choosing travel options through efforts to promote, market and design events around walking, biking or taking transit—such as community walks and rides or marketing campaigns alongside new transit service or infrastructure improvements.
- **Financial incentives and subsidies:** Offering financial perks, such as transit pass or vanpool programs, or time savings for choosing travel options, such as preferred parking for carpool participants.

A typical TDM program involves working with a defined audience that has similar travel needs or lives in a specific community. TDM programs are developed and staffed by professionals trained in understanding the travel needs of various groups, such as commuters or students, and creating methods to help them make those trips without the need for a single-occupancy vehicle trip. This work can take many forms, from participation in GetThereOregon.org, a statewide website provided by the Oregon Department of Transportation (ODOT) and dedicated to facilitating travel options use, to a localized outreach effort specific to a single housing development.

Active involvement in delivering TDM programming is needed at the state, regional, and local levels. Certain programs are most effective when developed and led by local

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governments, school districts, Transportation Management Associations (TMAs), employers, or community organizations. Others are better conducted on a state or regional scale.

TDM Supportive Design and Infrastructure

TDM supportive design and infrastructure includes the amenities that make choosing travel options practical, safe, comfortable and attractive. These amenities are outside of the design of the streetscape itself (i.e. sidewalks, bike lanes, transit stops) and instead focuses on enhancing the experience for travel options users. Key examples include:

- **End-of-Trip Facilities:** Secure bike racks, lockers, repair stations, and shower/changing rooms that address the needs of travelers.
- **Wayfinding:** Clear signage and print, digital and app-based maps that help people walking, cycling, or using transit navigate the system easily and safely, reducing uncertainty and encouraging use of these travel options.
- **Demonstration projects:** Event-based or temporary projects that show residents, employees or families the opportunities associated with active travel by making short-term changes that inspire travel options use and demonstrate the potential of permanent investments.

By investing in physical amenities or including these components into the design of larger transportation projects, these elements can directly lower the effort and friction associated with choosing travel options, maximizing the return on investment for both the larger capital investment and any supportive TDM programming efforts.

Complementary Policies & Investments

The region's overall success in reducing drive alone trips requires complementary policies and capital investments that are considered *outside* how TDM is defined through the Regional TDM Strategy. These complementary efforts set the physical, operational, and financial context within which Metro's core TDM programs and infrastructure operate. For example, building new or improved active transportation infrastructure or adding new or improved transit services provides an opportunity to make people aware of and encourage them to use the new travel options available to them. In addition, state and regional policy encourages implementing TDM activities before investing in roadway widening projects that expand vehicle throughput as a mechanism to reduce demand.

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As the region considers additional strategies for reducing auto trips, such as roadway pricing and parking management, TDM programs and activities that promote and provide travel options are an important component in enhancing people’s mobility when these strategies are implemented.

3.3.11.2 Transportation demand management policies

TDM Policy 1	TDM Policy, Planning, and Funding: Strengthen and sustain TDM implementation at state, regional and local levels with supportive policies, planning efforts, and funding.
TDM Policy 2	Financial Incentive Programs: Expand access to existing financial programs and establish new programs to reach more people.
TDM Policy 3	Place- and Event-Based TDM Programs: Deliver programs that meet the unique needs of specific locations and communities.
TDM Policy 4	Community-Centered and Inclusive TDM Programs: Support TDM programs that create welcoming and safe environments for people with diverse lived experiences, abilities and identities.
TDM Policy 5	Adaptive and Resilient TDM Programs: Design flexible and innovative TDM programs that respond to a changing climate, service disruptions, emerging technologies, and the evolving needs of travelers.

TDM Policy 1

TDM Policy, Planning, and Funding: Strengthen and sustain TDM implementation at state, regional and local levels with supportive policies, planning efforts, and funding.

This policy focuses on strengthening the framework for funding and coordination of TDM across local, regional, and state levels by embedding TDM into transportation plans, funding priorities, and policy development. Metro acts as a regional coordinator, bringing together and streamlining TDM information and resources to prevent duplication of efforts and encourage collaboration among community-based organizations, employers, and jurisdictions. To implement new rules at the state and regional level, an increased level of coordination, support, and focus on how TDM is delivered in the region is required.

Needs & Opportunities:

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- **Funding:** TDM efforts rely on a narrow set of revenue streams, limiting the ability to expand or innovate in response to changing community needs. The current funding available in the region is not expected to increase given uncertainty at the state and federal levels for transportation funding overall. In addition, there is a tension between maintaining funding for existing TDM programming and expanding TDM funding to new partners to support community needs or meet new policy expectations.
- **Capacity:** Jurisdictions and organizations may not have the programmatic support needed at the local level to integrate new TDM guidance into transportation system plans, and agencies may not have the staff or partnerships to lead and support implementation following the planning process.
- **Collaboration:** Existing policies with strong potential—such as the DEQ Employee Commute Option (ECO) rule—can be leveraged through further coordination on data collection and employer engagement. In addition, there is opportunity to develop new state, regional and local transportation and land use policies, development code, and regulations to advance TDM, requiring coordination and collaboration across organizations to develop and implement.

TDM Policy 2.

Financial Incentive Programs: Expand access to existing financial programs and establish new programs to reach more people.

This policy focuses on advancing programs to reach more people and expand existing incentive programs. Transit pass programs and financial incentives are proven ways to increase transit ridership and improve access and mobility. By piloting new incentive models, the region can continue to encourage mode shift, reduce transportation costs, and support equitable access to travel options. The 2025 TDM Needs Assessment & Travel Options Survey found that existing transit pass programs can be challenging to administer but there is broad demand for these programs.

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Needs and Opportunities

- **Flexible Programs:** Employers and higher education providers seek more flexibility in pass programs to serve a more diverse range of employees, including hybrid workers and day passes for site staff for whom the cost of a universal pass is difficult to justify. Community-based groups have requested additional support to effectively manage enrollment in reduced fare programs, as well as access data to assess usage and need.
- **Non-Commute Benefits:** As regional TDM programs work to encompass an “all-trips approach,” there is a gap for people who do not have access to commute benefit programs through their work or who may primarily travel for other needs. Beyond transit passes, other incentive programs to improve access to travel modes have also seen success in mode-shift, such as bundled transit and micromobility incentives or “earn a bike” programs.
- **Addressing Cost Barriers:** For many people, the cost of transportation is a significant obstacle to accessing jobs, services, and daily needs. Financial incentive programs help bridge this gap by reducing out-of-pocket expenses for existing travel services and improving access to essential equipment needed to participate in travel options. This is especially relevant for bicycling, where the up-front cost of a bicycle and safety gear can be prohibitive for many households.

TDM Policy 3

Place- and Event-Based TDM Programs: Deliver programs that meet the unique needs of specific locations and communities.

This policy focuses on designing TDM programs that address the unique needs of specific locations and communities—such as schools, major events and destinations, and new active transportation capital projects and transit service. The rationale is rooted in the recognition that travel behavior is strongly influenced by the characteristics of places and events, and that targeted TDM interventions can effectively manage demand, increase mode shift, and improve access where transportation needs are most acute.

Needs & Opportunities:

- **Managing Demand and Providing Transportation Choices:** Major destinations, including airports, event venues, and health care centers, are often located where

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existing transportation choices don't always meet individual trip needs. As a result, both travelers and workers have difficulty accessing travel options and may choose to drive alone. Major one-time events also provide an opportunity to work with event coordinators to support shifting attendees' travel choices, as well as provide relief for the neighboring community which may be impacted by the increased vehicle traffic. Building demand for sustainable travel options faces persistent challenges, most notably the widespread availability of free and/or abundant parking. This emerged across all Regional TDM Needs Assessment activities as a universal barrier to shifting travel behavior

- **School-Focused Programs:** School-focused programs are growing in popularity, but many students and families still face barriers to using travel options to school. For instance, parents and caregivers have concerns that their children are not safe waiting for the bus or traveling by active modes to school. Investing in creative solutions to support student safety on the trip to school through adult-led crossing guards or paid walking school bus leaders are ways that local efforts can directly impact the type of trip taken to school. In addition, school bus ridership is often not included in traditional Safe Routes to School programming, but it can be a critical way for students to travel to school without driving – particularly for those who live too far to walk or bike - but it is often underutilized.
- **Multifamily Housing-Focused Programs:** Working with community-based organizations (CBOs) and multifamily housing providers, TDM practitioners may be able to better serve families living in affordable housing and deliver programs to those who need it. In addition, as Metro and other agencies invest in transit-oriented development—both affordable and market-rate—there is an opportunity to use TDM to encourage transit use at these locations that are already well served by transit. In addition, many families living in affordable housing may have employment that doesn't offer traditional commute benefit programs, so offering TDM programs where there is a dense population of residents to receive information, and services may be a more effective way to support their travel needs.

TDM Policy 4

Community-Centered and Inclusive TDM Programs: Support TDM programs that create welcoming and safe environments for people with diverse lived experiences, abilities and identities.

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This policy focuses on designing TDM programming with and for the communities served, directly addressing disparities and fostering inclusion. Equitable access to travel options requires programs that are welcoming, safe, and responsive to the needs of the greater Portland region's diverse communities. While efforts to encourage more inclusive and representative programs and services have been advanced through updates to the RTO grant program since the 2018 Regional Travel Options Strategy and the 2022 RTO Racial Equity Strategy, additional investment and coordination is needed.

Needs & Opportunities:

- **Safety:** Safety concerns in public spaces and fears linked to an individual's identity limit the ability of some communities to feel comfortable participating in travel options—or even attend events and activities held in public. Community-led solutions are needed to address safety and security concerns in the public realm, which directly influences transit ridership and the broader use of travel options.
- **Culturally Specific Programs:** Culturally specific programs are intentionally designed to reflect the values, languages, and lived experiences of specific communities. These programs help build trust, improve participation, and ensure travel options are accessible and relevant to the people they intend to serve.
- **Education & Hands-On Training:** Knowledge and skill development supports individuals in gaining the confidence and tools needed to use travel options safely and effectively. This includes activities such as personalized trip planning, group-based education, and learn-to-ride programs.

TDM Policy 5

Adaptive and Resilient TDM Programs: Design flexible and innovative TDM programs that respond to a changing climate, service disruptions, emerging technologies, and the evolving needs of travelers.

The COVID-19 pandemic profoundly disrupted traditional transportation patterns, exposing gaps in current TDM strategies. The region must continue to be prepared for changes to travel behavior—whether that be impacts from a changing climate or shifting travel needs and priorities of a diverse region. As noted in Metro's 2025 TDM Needs Assessment, the rise of hybrid and remote work has reduced the predictability of daily commutes, while flexible work arrangements have driven an increase in diverse, non-

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commute trips such as errands, medical visits, and recreational activities. This policy emphasizes building programs that can adapt and remain effective as travel patterns evolve. By prioritizing programming for diverse trip types and developing robust performance measurement tools, the region's TDM investments can deliver long-term value and resilience.

Needs & Opportunities:

- **Commute and Non-Commute Travel:** TDM practitioners are challenged to adjust programming to focus on all types of trips; supporting the needs of workers most likely to continue to have a daily commute (such as essential workers and shift workers), as well as effectively supporting travel options access to non-commute related opportunities. Regional data shows a strong tie between remote work and income level, meaning most jobs that require workers to be in-person are lower-wage positions. In addition, the increase in non-commute trips for essential needs is often linked to caregiving – impacting parents and working families.
- **Data Collection and Monitoring:** TDM programs must expand trip pattern monitoring beyond traditional commute metrics to better understand changing travel behavior. Enhanced data collection and performance tracking will enable more agile, responsive, and effective program adjustments over time.
- **Collaboration and New Service Models:** As new mobility models emerge—such as mobility hubs, vanpools, shuttles, and e-bikes—strong public-private partnerships are needed to coordinate services, maintenance, funding, and user support. Cross-sector collaboration will be critical to scaling new travel options and ensuring their long-term viability.

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CHAPTER 8: MOVING FORWARD TOGETHER

8.2.2.7 Regional Travel Options (RTO) and Safe Routes to School programs

The Regional Travel Options program implements RTP policies and the Regional Transportation Demand Management (TDM) Strategy. The program's purpose is to reduce drive-alone auto trips and personal vehicle miles of travel and increase use of travel options. The program improves mobility and reduces greenhouse gas emissions and air pollution by carrying out the transportation demand management components of the RTP through three primary program areas:

- **Commute:** Focus on reducing single occupancy vehicle (SOV) trips to work and colleges or universities. In the Metro region, this programming is delivered by a variety of transit providers, local jurisdictions, transportation management agencies (TMAs), non-profit organizations, and "in-house" transportation coordinators at employers. These programs help identify worksite commute solution plans, provide on-site events and outreach, or support employee trip planning and ride matching.
- **Community:** Provides support for residents and families for trips outside of work and school – such as essential destinations like healthcare as well as recreational trips to parks or social activities. Examples of programming to support these trips comes in the form of community walking and rolling events or campaigns, trip and route planning to-and-from key destinations, and increasing access to active transportation investments with outreach, engagement, and supportive infrastructure.
- **Safe Routes to School (SRTS):** Focuses on trips for school by pre-K12 students and families - whether by bike, bus, scooter, or mobility device. SRTS programs provide education and encouragement activities to help children and caregivers travel safely to and from school using these modes. SRTS programs can increase physical activity, reduce congestion, boost academic performance, improve health, and provide affordable travel options for families.

Each RTO program area works to advance RTP goals through the following activities:

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- **Grantmaking & Resource Distribution:** Activities related to the RTO grant solicitation process, ongoing coordination with grant-funded partners, and other efforts to distribute resources that reach local programs.
 - Metro's grant program provides dedicated funding for TDM service providers across the region, along with project-based funding to support new partners and innovation opportunities. Metro works closely with grant-funded partners to deliver TDM services, identify gaps, and address community-identified needs. Local practitioners play a central role in implementing the Regional TDM Strategy, and Metro's grant program will provide the framework for advancing local work in alignment with regional TDM policies and strategies.
- **RTO Programming & Direct Services:** Activities led directly by RTO staff through program development, implementation, and engaging directly with community.
 - Investments in staff time, coordination and technical assistance support efforts across the three RTO program areas (Commute, Community and Safe Routes to School), particularly where gaps or opportunities have been identified by local partners or Metro that regional support can help advance. The RTO work program will identify specific policies and strategies in which Metro can advance emerging needs or underdeveloped areas of work but may not yet be fully operational in the region.
- **Research & Evaluation:** Activities related to travel options research and evaluation of RTO program outcomes.
 - Metro conducts ongoing evaluation of RTO investments, as well as research on travel options needs and opportunities, to inform both grantmaking and programming. Consistent with its performance measurement role identified in the Regional TDM Strategy, RTO staff will also support expanded regional data collection and coordination with partners.
- **Policy & Partnerships:** Activities that involve coordination with partners and opportunities to influence policy outcomes, even when Metro may not be the final decision-maker.
 - As a regional convener, Metro plays an important role in bringing partners together to collaborate, advance policies, and influence decision-making on issues that directly affect TDM.

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RTP APPENDIX J: CLIMATE SMART STRATEGY IMPLEMENTATION AND MONITORING AND 2014 CLIMATE SMART STRATEGY PERFORMANCE MONITORING APPROACH

Appendix J Table 2: Climate Smart Strategy implementation and performance monitoring

<i>6. Provide information and incentives to expand the use of travel options</i>
a. Share of people with access to a transportation subsidy or financial incentive program, outside of employer or school-provided programs.
b. Share of workers who have access to an employer-provided transportation financial incentive.
c. Share of K-12 students with access to programs that provide incentives and support to walk, bike, take transit, or ride the school bus.

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CHAPTER 2: OUR SHARED VISION AND GOALS FOR TRANSPORTATION

2.3 GOALS AND OBJECTIVES

Goal 1: Mobility options

People and businesses can reach the jobs, goods, services and opportunities they need by well-connected, low-carbon travel options that are safe, affordable, convenient, reliable, efficient, accessible and welcoming.

Objectives

- **Objective 1.1 Travel options** – ~~Plan communities and design and manage the transportation system to i~~increase the proportion of trips made by walking, bicycling, shared rides and use of transit, and reduce per capita vehicle miles traveled.

2.4 Regional transportation performance targets

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CHAPTER 3: SYSTEM POLICIES TO ACHIEVE OUR VISION

3.3.11 Transportation Demand Management Concept and Policies

Metro’s Regional TDM Strategy, a topical plan of the Regional Transportation Plan (RTP), defines the following concept, definitions and policies to advance TDM in the region.

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Metro's Regional Travel Options program provides funding and coordination for TDM efforts for the region. Further detail on TDM, Metro's RTO program, TDM supporting strategies and implementation roles can be found in the Regional TDM Strategy document.

The Regional Travel Options (RTO) program is led by Metro and supports TDM work in the region primarily through awarding grants to partners leading outreach and engagement programs. This methodology has led to successful program implementation in the places and instances where it has been used. But there remain significant gaps in where TDM is used in the region and limits on expanding TDM efforts.

The RTO Strategy has established a goal of expanding the number of partners and programs to support the region's goals, but clearer policy direction is needed to better define how TDM is to be implemented in the region and move TDM efforts beyond their current levels.

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Key examples include:

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By investing in physical amenities or including these components into the design of larger transportation projects, these elements can directly lower the effort and friction associated with choosing travel options, maximizing the return on investment for both the larger capital investment and any supportive TDM programming efforts.

Complementary Policies & Investments

The region's overall success in reducing drive alone trips requires complementary policies and capital investments that are considered *outside* how TDM is defined through the Regional TDM Strategy. These complementary efforts set the physical, operational, and financial context within which Metro's core TDM programs and infrastructure operate.

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For example, building new or improved active transportation infrastructure or adding new or improved transit services provides an opportunity to make people aware of and encourage them to use the new travel options available to them. In addition, state and regional policy encourages implementing TDM activities before investing in roadway widening projects that expand vehicle throughput as a mechanism to reduce demand.

As the region considers additional strategies for reducing auto trips, such as roadway pricing and parking management, TDM programs and activities that promote and provide travel options are an important component in enhancing people's mobility when these strategies are implemented.

~~Transportation Demand Management (TDM) is a series of activities aimed at ensuring people are aware of, understand and have access to the full variety of travel options available within the region. Though the region has already done much and continues to work to improve and expand travel options through capital investments in non-auto modes, the potential exists to increase the public's use of these non-SOV modes through TDM investments.~~

~~TDM complements and enhances other RTP policy areas by helping ensure the transportation system is used in a balanced way to maximize investments in transportation. TDM provides information, encouragement, and incentives to help people make more of their trips safely and comfortably without driving alone. TDM programs are developed and staffed by professionals trained in understanding the travel needs of various groups, such as commuters or school children, and creating methods of helping them make those trips without the need for an SOV trip.~~

~~A typical TDM program involves working with a defined group of people that have similar travel needs or live in a specific place. Trained staff discuss the transportation needs and interests of the group and provide information and incentives to encourage people to try a new travel mode. This work can take many forms, from participation in GetThereOregon.org, a statewide website provided by ODOT and dedicated to facilitating travel options use, to a localized outreach effort specific to a single housing development.~~

~~Active involvement in delivering TDM programming is needed at the state, regional and local levels. Certain programs are most effective when developed and led by local governments, school districts, Transportation Management Associations (TMA),~~

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~~employers or community organizations. Others are better suited to be conducted on a state or regional scale.~~

~~TDM is particularly effective when paired with other policies or capital investments. Building new or improved active transportation infrastructure provides an opportunity for TDM efforts to help people be aware of and use the new travel options available to them. Complementary TDM activities should be planned and budgeted for in capital system improvement projects to ensure people are aware of the new travel options available to them, and to help them create new travel patterns and habits.~~

~~As the region considers roadway pricing and parking management as strategies for reducing auto trips, TDM is an important component in ensuring that people’s mobility is maintained when these strategies are implemented. Making people aware of the existent options to paying a toll or fee can reduce the public’s financial burden and help improve reliability and efficiency of the transportation network.~~

~~A significant portion of the region’s current TDM activities are coordinated through the Regional Travel Options (RTO) program. This program, led by Metro on behalf of the entire region, currently coordinates partner activities and provides grant funds for TDM activities throughout the region. Through the RTO Strategy, the region’s TDM vision, goals, objectives, and needs are defined. Roles for regional partners are defined, as is the grant funding methodology and criteria.~~

3.3.11.2 Transportation demand management policies

TDM Policy 1	<u>TDM Policy, Planning, and Funding:</u> Strengthen and sustain TDM implementation at state, regional and local levels with supportive policies, planning efforts, and funding. Develop and refine regional and local TDM policies and implementation plans to help reach climate, mobility and modal targets.
TDM Policy 2	<u>Financial Incentive Programs:</u> Expand access to existing financial programs and establish new programs to reach more people. Provide adequate TDM resources and programming to meet the public’s specific mobility needs for employment, education and essential services.

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TDM Policy 3	<u>Place- and Event-Based TDM Programs: Deliver programs that meet the unique needs of specific locations and communities. Provide and deliver TDM programming at a variety of scales: state, regional and local.</u>
TDM Policy 4	<u>Community-Centered and Inclusive TDM Programs: Support TDM programs that create welcoming and safe environments for people with diverse lived experiences, abilities and identities. Improve access to travel choices and eliminating barriers for marginalized communities, with a focus on communities of color and people with low incomes.</u>
TDM Policy 5	<u>Adaptive and Resilient TDM Programs: Design flexible and innovative TDM programs that respond to a changing climate, service disruptions, emerging technologies, and the evolving needs of travelers.</u>

TDM Policy 1. TDM Policy, Planning, and Funding: Strengthen and sustain TDM implementation at state, regional and local levels with supportive policies, planning efforts, and funding. ~~Develop and refine regional and local TDM policies and implementation plans to help reach climate, mobility and modal targets.~~

This policy focuses on strengthening the framework for funding and coordination of TDM across local, regional, and state levels by embedding TDM into transportation plans, funding priorities, and policy development. Metro acts as a regional coordinator, bringing together and streamlining TDM information and resources to prevent duplication of efforts and encourage collaboration among community-based organizations, employers, and jurisdictions. To implement new rules at the state and regional level, an increased level of coordination, support, and focus on how TDM is delivered in the region is required.

Needs & Opportunities:

- Funding:** TDM efforts rely on a narrow set of revenue streams, limiting the ability to expand or innovate in response to changing community needs. The current funding available in the region is not expected to increase given uncertainty at the state and federal levels for transportation funding overall. In addition, there is a tension between maintaining funding for existing TDM programming and expanding TDM funding to new partners to support community needs or meet new policy expectations.

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- **Capacity:** Jurisdictions and organizations may not have the programmatic support needed at the local level to integrate new TDM guidance into transportation system plans, and agencies may not have the staff or partnerships to lead and support implementation following the planning process.
- **Collaboration:** Existing policies with strong potential—such as the DEQ Employee Commute Option (ECO) rule—can be leveraged through further coordination on data collection and employer engagement. In addition, there is opportunity to develop new state, regional and local transportation and land use policies, development code, and regulations to advance TDM, requiring coordination and collaboration across organizations to develop and implement.

~~TDM is a component of numerous federal, state, and regional plans, including:~~

~~Climate Friendly and Equitable Communities Program~~

~~ODOT Transportation Options Plan~~

~~DEQ Employee Commute Options Rule~~

~~Metro Climate Smart Strategy~~

~~Metro Regional Travel Options Strategy~~

~~Metro Transportation System Management & Operations Strategy~~

~~Regional Congestion Management Process~~

~~These plans identify implementation of TDM programs as a part of the actions required for objectives to be met. Sufficient policy development and planning must be in place so that the roles and responsibilities of various entities are established and understood. Current local planning is insufficient in defining how TDM is to be implemented at a local level. And regional TDM planning is focused primarily on delivering grant funding through the RTO program.~~

~~Planning for TDM programs should be expanded and coordinated at the state, regional and local levels to ensure programs exist and are effective at helping people drive less. For some TDM programs, implementation at a regional scale is the most cost effective and efficient means of delivery. Other TDM programming functions best at a local, county or school district scale. A comprehensive regional TDM effort involves multiple levels of effort coordinated between government and non-government partners.~~

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TDM Policy 2. Financial Incentive Programs: Expand access to existing financial programs and establish new programs to reach more people. Ensure adequate TDM resources and programming are deployed to meet the public's specific mobility needs for employment, education and essential services.

This policy focuses on advancing programs to reach more people and expand existing incentive programs. Transit pass programs and financial incentives are proven ways to increase transit ridership and improve access and mobility. By piloting new incentive models, the region can continue to encourage mode shift, reduce transportation costs, and support equitable access to travel options. The 2025 TDM Needs Assessment & Travel Options Survey found that existing transit pass programs can be challenging to administer but there is broad demand for these programs.

Needs and Opportunities

- **Flexible Programs:** Employers and higher education providers seek more flexibility in pass programs to serve a more diverse range of employees, including hybrid workers and day passes for site staff for whom the cost of a universal pass is difficult to justify. Community-based groups have requested additional support to effectively manage enrollment in reduced fare programs, as well as access data to assess usage and need.
- **Non-Commute Benefits:** As regional TDM programs work to encompass an "all-trips approach," there is a gap for people who do not have access to commute benefit programs through their work or who may primarily travel for other needs. Beyond transit passes, other incentive programs to improve access to travel modes have also seen success in mode-shift, such as bundled transit and shared micromobility incentives or "earn a bike" programs.
- **Addressing Cost Barriers:** For many people, the cost of transportation is a significant obstacle to accessing jobs, services, and daily needs. Financial incentive programs help bridge this gap by reducing out-of-pocket expenses for existing travel services and improving access to essential equipment needed to participate in travel options. This is especially relevant for bicycling, where the up-front cost of a bicycle and safety gear can be prohibitive for many households.

TDM programs are most effective when they are tailored to the specific travel needs of a group or community. The region has moved from a broad-based, one-size-fits-all approach for TDM messaging and outreach, to implementing specific approaches for

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~~different travel needs. For example, helping commuters find other ways to get to work often involves working with employers to establish programs that include information and incentives at worksites. But for Safe Routes to School programs, an entirely different approach is needed to work with parents and children to help them see the fun being able to safely walk, bike or roll to school, as well as the benefits. The region should provide adequate funding, coordination and resources to effectively implement TDM.~~

~~Often, TDM efforts are compromised by a lack of first/last mile connections to transit, or by a lack of 24-hour transit service and vanpools. Many commuters live outside the region and have no option other than driving to work. Improvements to the regional transit system, as outlined in the transit policy section, are needed to improve TDM program effectiveness.~~

~~Regional funding for a portion of the region's TDM actions is provided through the RTO program. In its current form, the RTO program funds grants to partners conducting TDM activities. A portion of grant funds are reserved for partners with defined TDM plans and programs to ensure on-going funding is available. Other grant funds are aimed at pilot or one-time TDM projects, or to develop partner capacity to plan for and deliver TDM programs on an on-going basis. ODOT also provides funding to the RTO program to promote and expand use of the GetThereOregon.org website. Current funding levels are not sufficient to support an expanded TDM effort throughout the region. Additional state, regional and local funding will be needed to support these efforts.~~

TDM Policy 3. Place- and Event-Based TDM Programs: ~~Deliver programs that meet the unique needs of specific locations and communities. **Provide and deliver TDM programming at a variety of scales: state, regional and local.**~~

~~This policy focuses on designing TDM programs that address the unique needs of specific locations and communities—such as schools, major events and destinations, and new active transportation capital projects and transit service. The rationale is rooted in the recognition that travel behavior is strongly influenced by the characteristics of places and events, and that targeted TDM interventions can effectively manage demand, increase mode shift, and improve access where transportation needs are most acute.~~

Needs & Opportunities:

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- **Managing Demand and Providing Transportation Choices:** Major destinations, including airports, event venues, and health care centers, are often located where existing transportation choices don't always meet individual trip needs. As a result, both travelers and workers have difficulty accessing travel options and may choose to drive alone. Major one-time events also provide an opportunity to work with event coordinators to support shifting attendees' travel choices, as well as provide relief for the neighboring community which may be impacted by the increased vehicle traffic. Building demand for sustainable travel options faces persistent challenges, most notably the widespread availability of free and/or abundant parking. This emerged across all Regional TDM Needs Assessment activities as a universal barrier to shifting travel behavior
- **School-Focused Programs:** School-focused programs are growing in popularity, but many students and families still face barriers to using travel options to school. For instance, parents and caregivers have concerns that their children are not safe waiting for the bus or traveling by active modes to school. Investing in creative solutions to support student safety on the trip to school through adult-led crossing guards or paid walking school bus leaders are ways that local efforts can directly impact the type of trip taken to school. In addition, school bus ridership is often not included in traditional Safe Routes to School programming, but it can be a critical way for students to travel to school without driving – particularly for those who live too far to walk or bike - but it is often underutilized.
- **Multifamily Housing-Focused Programs:** Working with community-based organizations (CBOs) and multifamily housing providers, TDM practitioners may be able to better serve families living in affordable housing and deliver programs to those who need it. In addition, as Metro and other agencies invest in transit-oriented development—both affordable and market-rate—there is an opportunity to use TDM to encourage transit use at these locations that are already well served by transit. In addition, many families living in affordable housing may have employment that doesn't offer traditional commute benefit programs, so offering TDM programs where there is a dense population of residents to receive information, and services may be a more effective way to support their travel needs.

A thorough regional TDM effort entails a variety of programs, at different scales and targeted towards a spectrum of travel needs. Delivery of these programs is most effective when it is led by the appropriate organization or government, depending on the program and its purpose.

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~~Creation of TDM policy and ordinances through local TSPs is a successful approach to defining how TDM programs can be tailored to fit local needs and infrastructure and be coordinated with regional-scale efforts. Providing a robust variety of successful TDM programs around the region comes from harnessing the efforts and expertise of cities, counties, regional and state agencies, as well as non-governmental organizations (NGO).~~

~~Government partners have oversight authority and responsibilities for managing parking and roadway pricing. Their role in these initiatives put them in a position to also lead complementary TDM efforts to help the public understand the travel alternatives available and ensure pricing strategies are implemented to their fullest potential. Non-governmental organizations (NGOs) have insights and relationships with communities that, when combined with the capabilities and responsibilities of governments, can lead to more effective and impactful TDM programming.~~

TDM Policy 4. Community-Centered and Inclusive TDM Programs: ~~Support TDM programs that create welcoming and safe environments for people with diverse lived experiences, abilities and identities. **Improve access to travel choices and eliminating barriers for marginalized communities, with a focus on communities of color and people with low incomes.**~~

~~This policy focuses on designing TDM programming with and for the communities served, directly addressing disparities and fostering inclusion. Equitable access to travel options requires programs that are welcoming, safe, and responsive to the needs of the greater Portland region's diverse communities. While efforts to encourage more inclusive and representative programs and services have been advanced through updates to the RTO grant program since the 2018 Regional Travel Options Strategy and the 2022 RTO Racial Equity Strategy, additional investment and coordination is needed.~~

Needs & Opportunities:

- ~~• **Safety:** Safety concerns in public spaces and fears linked to an individual's identity limit the ability of some communities to feel comfortable participating in travel options—or even attend events and activities held in public. Community-led solutions are needed to address safety and security concerns in the public realm, which directly influences transit ridership and the broader use of travel options.~~

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- **Culturally Specific Programs:** Culturally specific programs are intentionally designed to reflect the values, languages, and lived experiences of specific communities. These programs help build trust, improve participation, and ensure travel options are accessible and relevant to the people they intend to serve.
- **Education & Hands-On Training:** Knowledge and skill development supports individuals in gaining the confidence and tools needed to use travel options safely and effectively. This includes activities such as personalized trip planning, group-based education, and learn-to-ride programs.

The negative impacts of auto-centric transportation investments in the region have fallen particularly hard on marginalized communities, especially communities of color and people with low incomes. TDM investments made through a racial equity focus begin to correct these impacts and improve multiple regional priorities by addressing known burdens on marginalized communities in accessing travel options, which includes cost, personal safety from harassment/bias and physical access to travel options. TDM efforts should focus on working with partners to learn together how to adapt and develop programming that is inclusive of and meets the needs of marginalized communities.

TDM Policy 5: Adaptive and Resilient TDM Programs: Design flexible and innovative TDM programs that respond to a changing climate, service disruptions, emerging technologies, and the evolving needs of travelers.

The COVID-19 pandemic profoundly disrupted traditional transportation patterns, exposing gaps in current TDM strategies. The region must continue to be prepared for changes to travel behavior—whether that be impacts from a changing climate or shifting travel needs and priorities of a diverse region. As noted in Metro’s 2025 TDM Needs Assessment, the rise of hybrid and remote work has reduced the predictability of daily commutes, while flexible work arrangements have driven an increase in diverse, non-commute trips such as errands, medical visits, and recreational activities. This policy emphasizes building programs that can adapt and remain effective as travel patterns evolve. By prioritizing programming for diverse trip types and developing robust performance measurement tools, the region’s TDM investments can deliver long-term value and resilience.

Needs & Opportunities:

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- **Commute and Non-Commute Travel:** TDM practitioners are challenged to adjust programming to focus on all types of trips; supporting the needs of workers most likely to continue to have a daily commute (such as essential workers and shift workers), as well as effectively supporting travel options access to non-commute related opportunities. Regional data shows a strong tie between remote work and income level, meaning most jobs that require workers to be in-person are lower-wage positions. In addition, the increase in non-commute trips for essential needs is often linked to caregiving – impacting parents and working families.
- **Data Collection and Monitoring:** TDM programs must expand trip pattern monitoring beyond traditional commute metrics to better understand changing travel behavior. Enhanced data collection and performance tracking will enable more agile, responsive, and effective program adjustments over time.
- **Collaboration and New Service Models:** As new mobility models emerge—such as mobility hubs, vanpools, shuttles, and e-bikes—strong public-private partnerships are needed to coordinate services, maintenance, funding, and user support. Cross-sector collaboration will be critical to scaling new travel options and ensuring their long-term viability.

Implementing meaningful TDM programming in many areas of the region is constrained by the lack of sidewalks, safe bicycling infrastructure or low levels of transit service. These same areas are often those with high percentages of Black, Indigenous, people of color and low-income residents. Continued focus and prioritization of improvements in these areas is a key part of ensuring that TDM programs can benefit everyone in the region.

CHAPTER 8: MOVING FORWARD TOGETHER

8.2.2.7 Regional Travel Options (RTO) and Safe Routes to School programs

The Regional Travel Options program implements RTP policies and the Regional ~~Travel Options Strategy.~~ Transportation Demand Management (TDM) Strategy. The program's purpose is to reduce drive-alone auto trips and personal vehicle miles of travel and increase use of travel options. The program improves mobility and reduces greenhouse

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gas emissions and air pollution by carrying out the transportation demand management components of the RTP through three primary program areas: ~~(1) commute trip reduction, (2) community-based travel options and (3) Safe Routes to School. Each RTO program area works to advance RTP goals through the following strategies:~~

- ~~**Commute:** Focus on reducing single occupancy vehicle (SOV) trips to work and colleges or universities. In the Metro region, this programming is delivered by a variety of transit providers, local jurisdictions, transportation management agencies (TMAs), non-profit organizations, and “in-house” transportation coordinators at employers. These programs help identify worksite commute solution plans, provide on-site events and outreach, or support employee trip planning and ride matching.~~
- ~~**Community:** Provides support for residents and families for trips outside of work and school – such as essential destinations like healthcare as well as recreational trips to parks or social activities. Examples of programming to support these trips comes in the form of community walking and rolling events or campaigns, trip and route planning to-and-from key destinations, and increasing access to active transportation investments with outreach, engagement, and supportive infrastructure.~~
- ~~**Safe Routes to School (SRTS):** Focuses on trips for school by pre-K12 students and families - whether by bike, bus, scooter, or mobility device. SRTS programs provide education and encouragement activities to help children and caregivers travel safely to and from school using these modes. SRTS programs can increase physical activity, reduce congestion, boost academic performance, improve health, and provide affordable travel options for families.~~

~~Each RTO program area works to advance RTP goals through the following activities:~~

- ~~**Grantmaking & Resource Distribution:** Activities related to the RTO grant solicitation process, ongoing coordination with grant-funded partners, and other efforts to distribute resources that reach local programs.~~

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- Metro's grant program provides dedicated funding for TDM service providers across the region, along with project-based funding to support new partners and innovation opportunities. Metro works closely with grant-funded partners to deliver TDM services, identify gaps, and address community-identified needs. Local practitioners play a central role in implementing the Regional TDM Strategy, and Metro's grant program will provide the framework for advancing local work in alignment with regional TDM policies and strategies.
- **RTO Programming & Direct Services:** Activities led directly by RTO staff through program development, implementation, and engaging directly with community.
 - Investments in staff time, coordination and technical assistance support efforts across the three RTO program areas (Commute, Community and Safe Routes to School), particularly where gaps or opportunities have been identified by local partners or Metro that regional support can help advance. The RTO work program will identify specific policies and strategies in which Metro can advance emerging needs or underdeveloped areas of work but may not yet be fully operational in the region.
- **Research & Evaluation:** Activities related to travel options research and evaluation of RTO program outcomes.
 - Metro conducts ongoing evaluation of RTO investments, as well as research on travel options needs and opportunities, to inform both grantmaking and programming. Consistent with its performance measurement role identified in the Regional TDM Strategy, RTO staff will also support expanded regional data collection and coordination with partners.
- **Policy & Partnerships:** Activities that involve coordination with partners and opportunities to influence policy outcomes, even when Metro may not be the final decision-maker.
 - As a regional convener, Metro plays an important role in bringing partners together to collaborate, advance policies, and influence decision-making on issues that directly affect TDM.

Regional policy development

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- ~~○ The RTO program advances travel options policy through policies in the RTP and developing the Regional Travel Options Strategy. It also supports local and state policy development and implementation.~~

~~Funding local program implementation~~

- ~~○ The RTO program provides ongoing funding to local programs and partners to deliver critical Transportation Demand Management (TDM) services across the region. The program also seeks out new partnerships to ensure the travel needs of all residents are prioritized.~~

~~Technical assistance and regional program administration~~

- ~~○ The RTO program provides technical assistance to program providers through trainings, resource development and peer networking and learning. In addition, the RTO program administers regional programming to advance the goals of the RTP and RTO strategy in collaboration with local partners.~~

~~The program maximizes investments in the transportation system and eases traffic congestion by managing travel demand, particularly during peak commute hours. Specific RTO activities include promoting transit, shared trips, bicycling, walking, telecommuting and the Regional Safe Routes to School program. The program is closely coordinated with other regional transportation programs and region-wide planning activities.~~

RTP APPENDIX J: CLIMATE SMART STRATEGY IMPLEMENTATION AND MONITORING AND 2014 CLIMATE SMART STRATEGY PERFORMANCE MONITORING APPROACH

Appendix J Table 2: Climate Smart Strategy implementation and performance monitoring

<i>6. Provide information and incentives to expand the use of travel options</i>
a. <u>Share of people with access to a transportation subsidy or financial incentive program, outside of employer or school-provided programs.</u> Share of households participating in individual marketing

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Metro

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b. Share of workers who have access to an employer-provided transportation financial incentive.~~Share of workforce participating in commuter programs~~

c. Share of K-12 students with access to programs that provide incentives and support to walk, bike, take transit, or ride the school bus.
