Regional Transportation Demand Management (TDM) Strategy

Approved by JPACT: Month, Day, Year

Adopted by Metro Council: Month, Day, Year

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600 NE Grand Ave.
Portland, OR 97232-2736
503-797-1700

Acknowledgments

Primary Authors and Project Managers

Noel Mickelberry, Senior Transportation Planner, Metro Regional Travel Options

Grace Stainback, Associate Transportation Planner, Metro Regional Travel Options

Metro Staff Contributors

Marne Duke, Senior Transportation Planner, Metro Regional Travel Options

Hanna Howsmon, Assistant Transportation Planner, Metro Regional Travel Options

Jean Senechal Biggs, Metro Resource Development Section Manager

Kim Ellis, Metro Transportation Planning Manager

Ted Leybold, Metro Transportation Policy Director

Regional TDM Strategy Technical Work Group Members

Kim Ellis, Metro Transportation Planning Manager

Andrea Pastor, Metro Senior Development Project Manager

Tiffany Gehrke, City of Tigard

Anthony De Simone, Clackamas County

Liz Hormann, Portland Bureau of Transportation

Stephanie Millar, Oregon Department of Transportation

Wes Charley, TriMet

Jeff Pazdalski, Westside Transportation Alliance

Sarah Iannarone, The Street Trust

Leah Biado, Beaverton School District

Zachary Lauritzen, Oregon Walks

Anna Ramos, Oregon Department of Environmental Quality

Hope Estes, Oregon Department of Transportation

Kelsey Lewis, City of Wilsonville SMART

Mary Rosenthal, Ride Connection

Carly Rice, City of Gresham

MaryJo Andersen, Multnomah County

Laura Weigel, City of Milwaukie

Metro Staff Support

Lake McTighe, Principal Transportation Planner

Eliot Rose, Senior Transportation Planner

Caleb Winter, Principal Transportation Planner

Ally Holmqvist, Senior Transportation Planner

Grace Morris, Principal Transportation Planner

Kadin Mangalik, Associate Transportation Planner

André Lightsey-Walker, Senior Transportation Planner

Tracey Lam, Equity Program Manger

Lakeeyscia Griffin, Senior Public Affairs Specialist

Kelsey Kuhnhausen, Senior Public Affairs Specialist

Alfredo Haro, Senior Regional Planner/Title VI Specialist

Sarah Bermudez, Associate Public Affairs Specialist

Molly Cooney-Mesker, Communications Manager

Project Consultants

Alta Planning + Design

Anna Gore, Project Manager

Amy Johnson, Assistant Project Manager

Ulla Hester, Project Director

Katie Mangle, Principal

Nelson\Nygaard

Brie Becker, Director

Anna Geannopoulos, Senior Associate

Cascadia Partners

Irene Kim, Partner

Ayano Healy, Senior Associate

Table of Contents

List of Figures

List of Tables

Appendices

Appendix A: Summary of proposed updates for the 2028 Regional Transportation Plan

Appendix B: Regional TDM Needs Assessment Report

Appendix C: Regional TDM Research and Evaluation – Phase 1

Appendix D: Regional TDM Strategy Engagement Report – Phase 1 and 2

Metro

Regional Transportation Demand Management (TDM) Strategy: Executive Summary

Metro's 2023 Regional Transportation Plan (RTP) formalized Transportation Demand Management (TDM) as a regional policy concept and identified the need to develop a Regional TDM Strategy to further define TDM policies and strategies for the greater Portland region. The Regional TDM Strategy advances the vision and goals of the RTP, sets clear and consistent TDM policy guidance for the region, and identifies specific TDM strategies to support implementation within each policy area.

Defining Transportation Demand Management

TDM encompasses a range of programs and 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 addresses key behavioral, informational, and social barriers to travel, such as affordability, safety, and access. **Chapter 1** provides a detailed definition of TDM, including three core elements to inform delivery by Metro and partners in alignment with the policy context defined in the Regional TDM Strategy.

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Developing the TDM Strategy

The Regional TDM Strategy was developed over two years (2024-2025). In Phase 1 of the project, Metro conducted a TDM Needs Assessment through topical and peer agency research, evaluation of Metro's Regional Travel Options grant program, and targeted focus groups. Findings from Phase I established an evidence-based foundation for the Regional TDM Strategy.

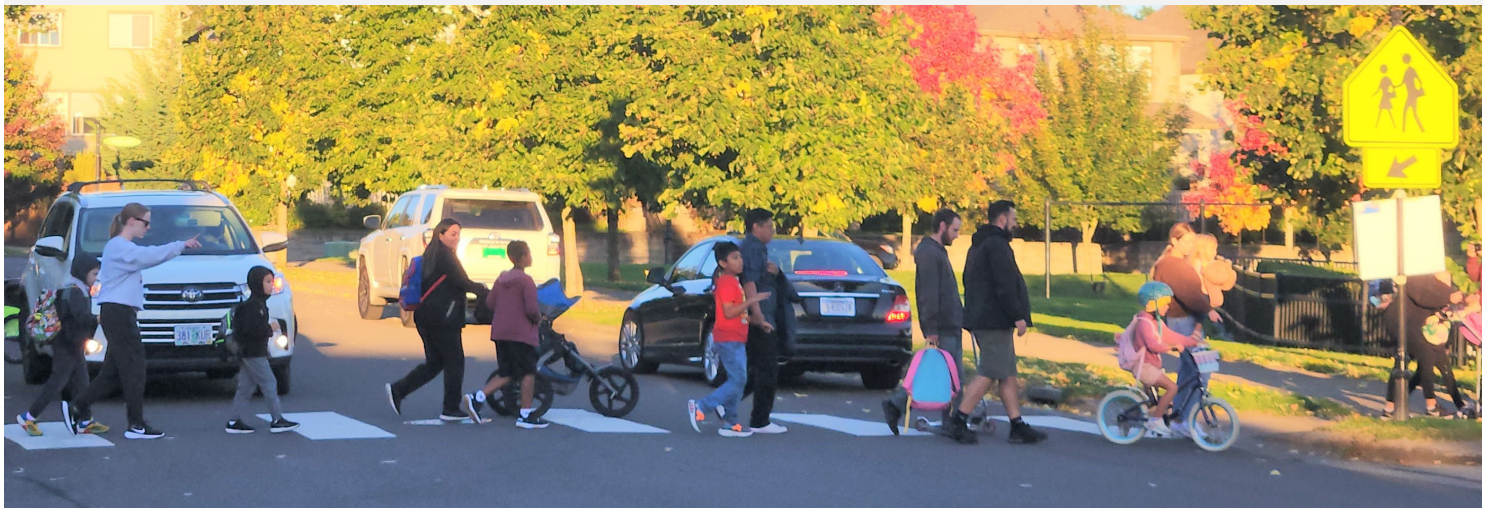
Phase 2 of the project synthesized the recommendations from Phase 1 with the support of a TDM Technical Work Group and gathered additional input from the public and regional TDM partners to develop the Regional TDM Strategy. **Chapter 1** provides additional detail on the strategy development process and **Appendices B, C and D** include documentation of input gathered from each phase.

Changing Travel Patterns

The Regional TDM Strategy process began following profound disruptions to travel patterns from the COVID-19 pandemic, challenging the traditional approaches to TDM that have been relied upon for decades. Shifts to remote work impacted programming that targeted peak hour commute trips, prompting the need for new TDM approaches for workers and employment sites. Post-pandemic travel patterns also saw increases in trips during off-peak hours for recreation and essential needs, revealing the need for TDM programming to develop program models to support these new trips.

Responding to Change, Building Resilience

Agencies in the region are tasked with advancing TDM not only through program delivery, but also through climate and mobility directives to integrate TDM into planning processes and to measure progress toward reducing vehicle miles traveled and advancing transportation equity. The Regional TDM Strategy guides TDM work in the region to both respond to historic changes and to build resilience, affirming Metro's commitment to enhancing travel options for the diverse communities and contexts across the region. **Chapter 2** details the regional and state policy framework for the Regional TDM Strategy.



Updating TDM Policies in the RTP

Chapter 3 of the Regional TDM Strategy updates the TDM Policies defined in the 2023 RTP. The updated policies respond to needs identified in Phase 1 and to state and regional policy directives guiding TDM implementation. The five policies are shown below.

 **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.
 **Policy 2: Financial Incentive Programs**	Expand access to existing financial programs and establish new programs to reach more people.
 **Policy 3: Place- and Event-Based TDM Programs**	Deliver programs that meet the unique needs of specific locations and communities.
 **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.
 **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.

Creating a Framework for Collaboration

In addition to defining new policies, Chapter 3 describes a framework for delivery by identifying supporting strategies within each policy area and key implementation roles by state, regional and local partners.

The success of TDM also depends on complementary efforts, defined within each policy area, to elevate coordination opportunities and to highlight the interdisciplinary nature of TDM implementation.

Measuring TDM Progress

Another key component of the Regional TDM Strategy is to update and refine how TDM is measured in the region to support state-mandated policies under the 2022 Climate Friendly and Equitable Communities (CFEC) rulemaking and Transportation Planning Rule (TPR). **Chapter 4** of the Regional TDM Strategy identifies new Regional TDM Performance Metrics in alignment with Metro's Regional Mobility Policy and Climate Smart Strategy that measure the region's progress toward these requirements. In addition, the Regional TDM Strategy includes an evaluation approach that will inform Metro's RTO grant program activities and regionally delivered services in alignment with state and regional TDM policy.

Metro's Regional Travel Options Work Program

Metro's Regional Travel Options Program (RTO) is how Metro invests in TDM - through grantmaking, direct programming, research and regional coordination. **Chapter 5** details the framework for updating Metro's RTO Work Program to respond to the policies, strategies and performance measurement approach identified in the Regional TDM Strategy.

Funding Uncertainties

Metro developed the Regional TDM Strategy during a period of significant uncertainty in transportation funding – at national, state and local levels. With rapidly changing federal priorities as the Infrastructure Investment and Jobs Act (IIJA) sunsets, and declining state revenues from gas taxes as a primary funding mechanism, there is a need to reform transportation funding models. Declining revenues also impact transit service, a critical mode for TDM programming and incentives.

Chapter 6 of the Regional TDM Strategy outlines opportunities for TDM integration as local, regional and state jurisdictions seek new revenue sources to invest in transportation options.

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Elevating TDM in Regional Policy and Planning

As the region moves into the 2028 RTP update, the Regional TDM Strategy provides a clear and consistent framework for TDM program delivery and coordination with transportation investments, planning, and policy – with a full summary of proposed updates for the 2028 RTP included in **Appendix A**. Even amid uncertainty, TDM offers a cost-effective and critical avenue to reduce emissions, promote better air quality, and improve transportation options in the region by addressing affordability, access, and shifting demand.

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Chapter 1: Introduction

Chapter 1 provides context for the Regional Transportation Demand Management (TDM) Strategy, including introducing the concept of TDM; Metro's leadership role in advancing TDM planning, funding, and implementation; and the activities and engagement that went into the development of the Regional TDM Strategy.

The Regional TDM Strategy is a topical plan of the Regional Transportation Plan (RTP). It defines regional policies and strategies to advance TDM in coordination with partners and through Metro's Regional Travel Options (RTO) program, which provides funding and coordination for TDM efforts for the region. In addition, the Regional TDM Strategy identifies new and updated regional performance measures to assess impact and progress toward RTP goals and objectives. A summary of the proposed updates to Metro's RTP identified in the Regional TDM Strategy are included in **Appendix A.**

What Is Transportation Demand Management (TDM)?

Transportation Demand Management (TDM) encompasses a range of programs and 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 (further discussed in **Chapter 2: Policy Framework**). The TDM Strategy utilizes 'TDM' as the industry adopted term but often refers to 'travel options' as the ways in which people get around without use of a single occupancy vehicle, Regional Travel Options when referring to Metro's TDM program, and 'transportation options' when referring to state guidance or requirements. All these terms are referencing the same programs, policies and activities that encompass the definition of TDM in the Regional TDM Strategy.

Defining TDM

The Regional TDM Strategy defines three core elements of TDM. **Figure 1** illustrates each core element of TDM and how TDM is supported by complementary policies and investments.

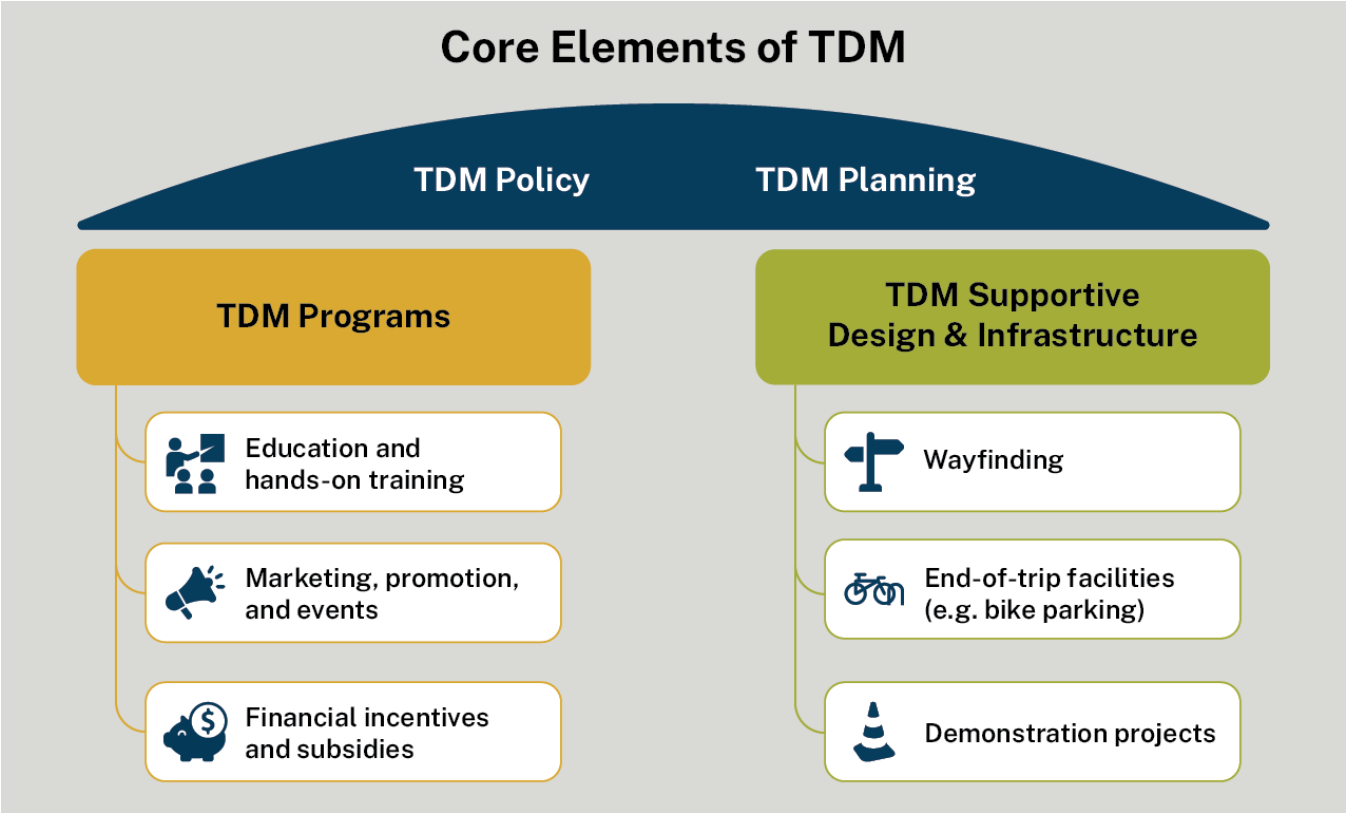

Figure 1. Defining TDM in the Regional TDM Strategy

TDM Policy and Planning

TDM Policy and Planning set the stage for successful implementation of both TDM Programs and 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. TDM policy work 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

This TDM element 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 include:

- **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 passes 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 Get There Oregon, a statewide program 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 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 focus 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 and Investments

The region's overall success in reducing drive alone trips will require 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. **Figure 2** shows examples of complementary policies and investments that inform and influence the success of TDM.

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.

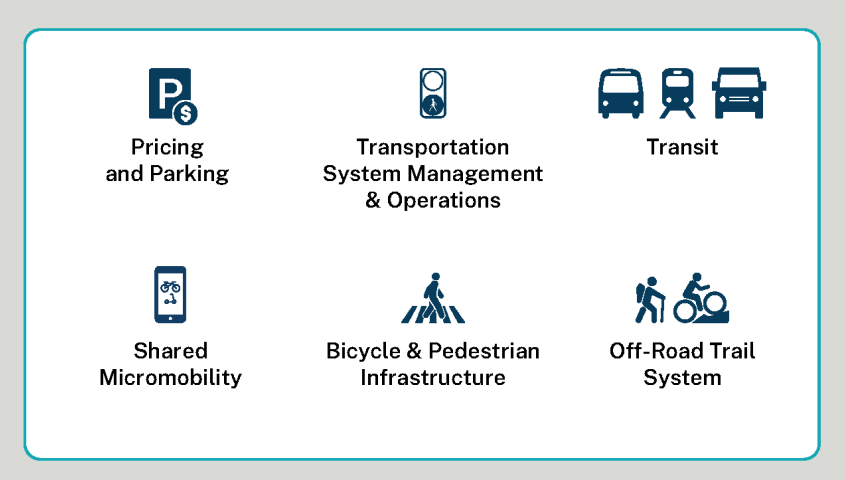

Figure 2. Complementary Policies and Investments to TDM

Enhancing Complementary Strategies

As the region considers additional strategies for reducing auto trips, such as roadway pricing and parking management (**Figure 3**), TDM programs and activities that promote and provide travel options are an important component in enhancing people's mobility when these strategies are implemented. While complementary elements like transportation pricing are often included in TDM definitions at the local level, Metro's RTP has defined separate transportation pricing policies and strategies. Metro's Pricing policies identify TDM as a critical component, detailed further in **Chapter 2: Policy Framework.**

Pricing Strategies

Pricing could include a range of tools, including:

VEHICLE MILES TRAVELED FEE
Drivers pay a fee for every mile they travel

CORDON PRICING
Drivers pay to enter an area, like downtown Portland (and sometimes pay to drive within that area)

CORRIDOR PRICING
Drivers pay a fee to drive on a particular road, bridge or highway

PARKING PRICING
Drivers pay to park in certain areas

Figure 3. RTP Pricing Strategies

Metro's Role in TDM

As the metropolitan planning organization and regional government for the greater Portland area, Metro plays a unique role in advancing TDM. Metro connects state policy direction, such as the Climate-Friendly and Equitable Communities rules and the Oregon Transportation Planning Rule, and regional policies, such as the Regional Transportation Plan and Regional Mobility Policy, with investments in on-the-ground implementation by cities, counties, and community partners.

A significant portion of the region's current TDM activities are coordinated through the Regional Travel Options (RTO) program. Through the RTO program, Metro defines regional TDM priorities, administers grant funding, and provides technical assistance to collectively support vehicle miles traveled reduction and mode shift goals established in the RTP. The RTO program acts as a critical link, translating regional policy into actionable programs through funding, technical assistance, and direct service delivery in partnership with local jurisdictions including cities, counties, K–12 schools and districts, higher education institutions and nonprofit community-based organizations.

The RTO program is primarily funded through Metro's Regional Flexible Funding Allocation (RFFA), which supports regionwide programming and planning activities that advance federal, state, and regional goals for creating a multimodal transportation system. These efforts help the region meet federal air quality regulations and comply with state mandates to reduce greenhouse gas emissions from vehicles.

Additionally, ODOT contributes funding for programming, marketing, and community outreach that supports Metro's role in delivering regional commute-focused efforts under the Get There Oregon brand. For more detailed information regarding existing funding for TDM in the region, see **Chapter 6: TDM Funding and Investment.**

RTO Program Activity Types

There are four primary activity types through which Metro's RTO program coordinates and supports regional TDM efforts:

- **Grantmaking & Resource Distribution:** Activities related to the RTO grant solicitation process and ongoing work with grant-funded partners to manage and deliver TDM activities and programs.
- **RTO Programming & Direct Services:** Activities RTO staff lead to develop programs and engage directly with community.
- **Research & Evaluation:** Activities related to Metro RTO travel options research or evaluation of program outcomes.
- **Policy & Partnerships**: Activities that involve coordination with partners and where Metro could have influence on policy outcomes but may not be final decision-makers.

RTO Program Areas

Metro's RTO program takes an "all trips" approach to TDM programs, focusing on the following three program areas that encompass the trips people take to meet their needs in the region:

- **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 come 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.

Regional TDM Strategy and Regional Travel Options Program Strategy

Metro's RTO program has been guided by an RTO Strategy since 2003, updated every 5-10 years. The RTO Strategy has served primarily as a grantmaking strategy document, guiding the allocation of regional flexible funding to the RTO program to support TDM activities that improve system efficiency and help meet regional goals and objectives.

Since the last RTO Strategy update in 2018, regional and state policy have identified the need for greater regionwide coordination on TDM policy, planning and programming. **Chapter 2: Policy Framework** details the specific TDM-related policies at the regional and state level that set the policy framework for the development of the Regional TDM Strategy and **Chapter 5: Metro RTO Work Program** details how Metro's RTO program will support implementation. The Regional TDM Strategy will now provide TDM guidance for the region at-large, as well as providing the framework to guide the investments and activities of Metro's RTO Program.

Regional TDM Strategy Development Process

The process to develop the Regional TDM Strategy was a comprehensive, two-phase effort that expanded the region's TDM approach to develop a policy and implementation framework for both Metro and regional partners and TDM practitioners. This process was built from regional and state policy direction and community engagement to result in a strategy that is equitable, evidence-based, and responsive to evolving travel patterns. **Figure 4** shows the timeline and phases of the Regional TDM Strategy Development Process.

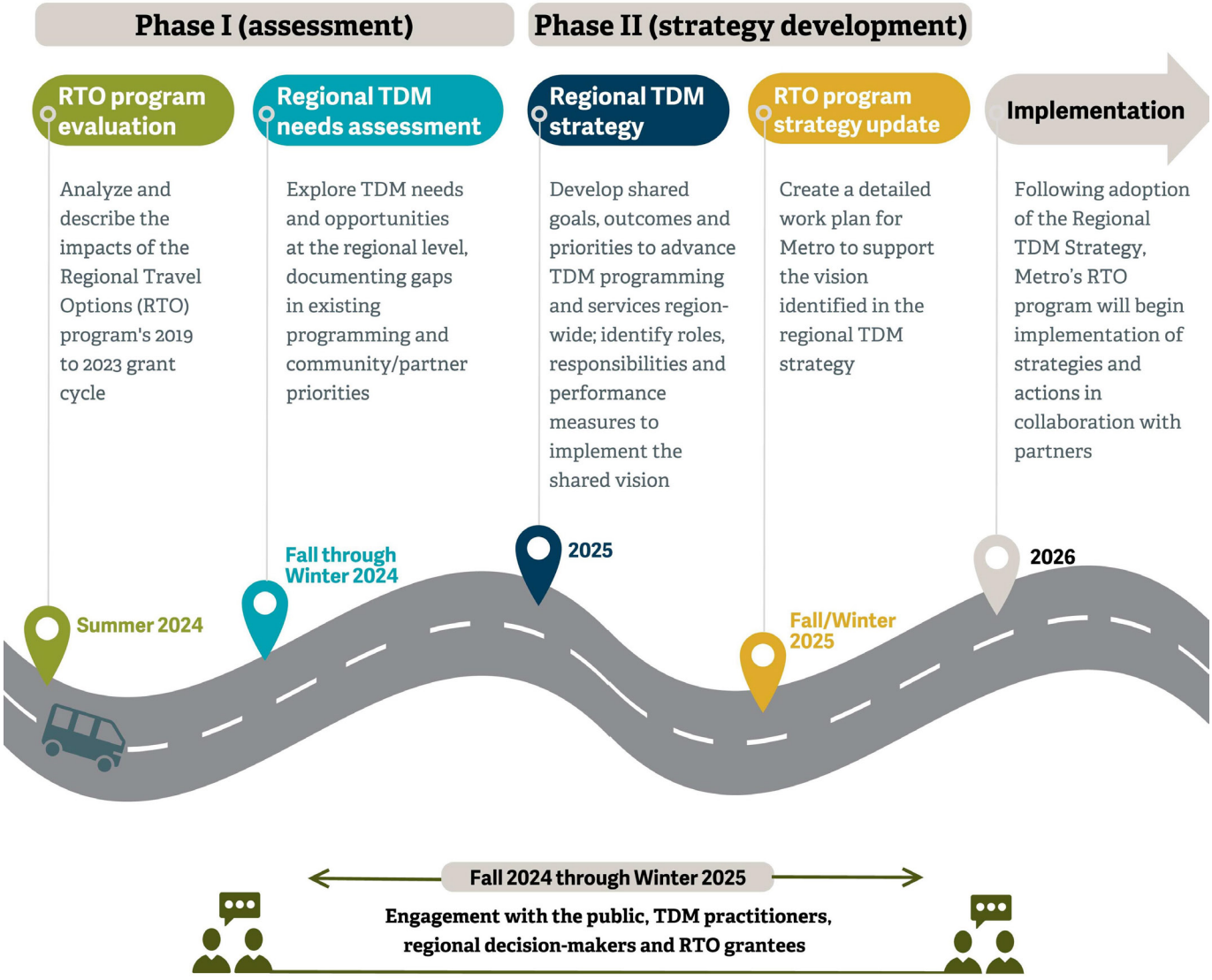

Figure 4. Regional TDM Strategy Development Timeline

Phase 1: Assessment

Phase 1 of the Regional TDM Strategy development process focused on assessing the current state of TDM in the region, identifying critical service gaps, and documenting regional needs to provide the evidence-based foundation for the strategy. This phase was conducted between April 2024 and February 2025. The Regional TDM Needs Assessment **(Appendix B)** served as the final deliverable of Phase 1, with nine themes identified for integration into the Regional TDM Strategy. This process identified the gap between current TDM services and desired regional outcomes, pinpointing specific challenges and opportunities necessary for effective strategy development. Its primary purpose was to elevate key themes across all assessment activities and provide the project team with evidence-based insights to inform strategic decision-making in the development of the Regional TDM Strategy.

Phase 1 was informed by the following activities:

Materials Review and Background Research:	Review of existing TDM plans and policies at Metro, TDM best practices and challenges, and findings from two informational interviews with TDM programs at peer agencies around the country.
2019–2023 RTO Program Evaluation:	An evaluation of the 2019–2023 RTO grant cycle reviewed the program's impact, identified program strengths and weaknesses, and produced recommendations for future grantmaking, data collection, and evaluation processes.
Past Engagement Review:	A synthesis of feedback collected through previous planning efforts, including the 2023 RTP engagement, the 2022 RTO Racial Equity Strategy, and RTO Racial Equity Learning Cohort input. This review identified key insights that community members had already shared about barriers and opportunities related to travel options access and use.
TDM Practitioner Survey:	Staff who deliver TDM programs across the region weighed in on TDM needs, gaps, and opportunities.
Targeted Focus Groups:	Metro conducted three focus groups in January 2025 to learn from key audiences how to better tailor TDM support and to gain a deeper understanding of barriers to accessing travel options. These focus groups included commute benefit providers at large and small employers, affordable housing resident service coordinators, and school-based staff in Forest Grove.
Topic-Specific Research:	Research on national best practices regarding TDM responses to changes in flexible work patterns and methods for measuring the long-term impact of TDM interventions.

Phase 2: Strategy Development

Phase 2 synthesized the input and recommendations developed in Phase 1 into the Regional TDM Strategy. The strategy development process led to recommended updates to TDM-related objectives, policies, and performance measures in the RTP, as detailed in **Appendix A.**

Phase 2 included the following activities to support the strategy development process:

TDM Technical Work Group (TWG):	Metro convened the TDM Technical Work Group (TWG) for the project and the group's insights were instrumental in shaping the final strategy. This group provided specific, collaborative input on TDM Needs Assessment outcomes and helped finalize TDM Policies and& Strategies. The TWG drew membership from the following key audiences: Regional TDM practitioners, jurisdictional planning staff, state agency staff, and Metro staff from Planning, Development, and Research.
Travel Options Survey:	Metro conducted a survey to better understand the public's prioritization of key activities, destinations, and approaches to TDM. The survey sought feedback on themes identified through the TDM Needs Assessment and priorities elevated by the TWG. Metro promoted the survey to reach people across the region and received over 400 responses.
RTO Partner Workshops:	RTO partners participated in two in-person workshops on the Regional TDM Strategy — one at the beginning of the process, and one following the TWG meetings and travel options survey. Over 50 representatives of RTO-funded TDM programs participated in each workshop.
Regional Decision-Makers Engagement:	The Regional TDM Strategy team presented to regional decision-makers at key intervals throughout the strategy development process including presentations at Transportation Policy Alternatives Committee meetings and workshops, meetings of the Joint Policy Advisory Committee on Transportation, and the Metro Council. In addition, the Regional TDM Strategy team presented at County Coordinating Technical Advisory Committees and County Coordinating Committees – made up of local agency staff and elected leaders – to inform and provide comment on the draft strategy.
Public Comment Period:	Metro conducted a public comment period on the draft Regional TDM Strategy from January 12 until February 13, 2026. Metro staff documented the comments received and proposed changes through a public comment report. Metro staff will document the comments and proposed changes through a public comment report for consideration by regional decision-makers.

The research and evaluation deliverables and engagement summaries from both Regional TDM Strategy project phases are summarized in **Appendix C** and **Appendix D**, respectively.

How to Use This Document

The Regional TDM Strategy is organized into six chapters, each building on the previous to provide a comprehensive framework for TDM implementation in the greater Portland region (**Table 1**).

Whether you are a planner, TDM practitioner, or community member, you can use the links below to navigate directly to the chapters most relevant to your work or read the report in full for a complete understanding of the Strategy's approach and findings.

Table 1. Document Organization

Chapter	Description
Chapter 1: Introduction	Introduces and provides context for the development of the Regional TDM Strategy.
Chapter 2: Policy Framework	Describes how TDM fits into, informs and supports Metro's Regional Transportation Plan as well as State of Oregon transportation policies and rules.
Chapter 3: TDM Policies and Strategies	Provides TDM policy direction and specific strategies for Metro and partners to conduct TDM in the greater Portland region.
Chapter 4: Performance Monitoring and Measurement	Identifies Metro's approach to regional performance monitoring and measurement, and to track progress of Metro's RTO investments toward TDM policies and strategies.
Chapter 5: Metro RTO Work Program	Introduces how Metro's RTO program will develop implementation actions in alignment with TDM policies, strategies and performance measurement approach.
Chapter 6: TDM Funding and Investment	Overview of existing TDM funding sources and levels, as well as considerations for potential new sources of funding.

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Chapter 2: Policy Framework

Chapter 2 describes adopted regional and state policies and rules related to Transportation Demand Management (TDM). Regional and state policy provide the foundation for the Regional TDM Strategy. Through the Regional TDM Strategy process, updates to RTP policies, definitions and performance targets have been identified in subsequent chapters. A summary of the proposed updates to the RTP identified in the Regional TDM Strategy are included in **Appendix A.**

Regional Policy Guidance: Regional Transportation Plan (RTP)

The Regional Transportation Plan (RTP) provides the overarching policy framework for the region's transportation system. The Regional TDM Strategy directly responds to the RTP, proposes updates and clarifications where needed, and translates policy into guidance for practice. The following section identifies each area of the RTP that includes TDM elements.

RTP Chapter 2: Our Shared Vision and Goals for Transportation

Vision, Goals & Objectives: The Regional TDM Strategy is a topical plan of the RTP and TDM plays a role in advancing all five RTP goals, as described in **Table 2. Figure 5** includes the 2023 RTP Vision and Goals.

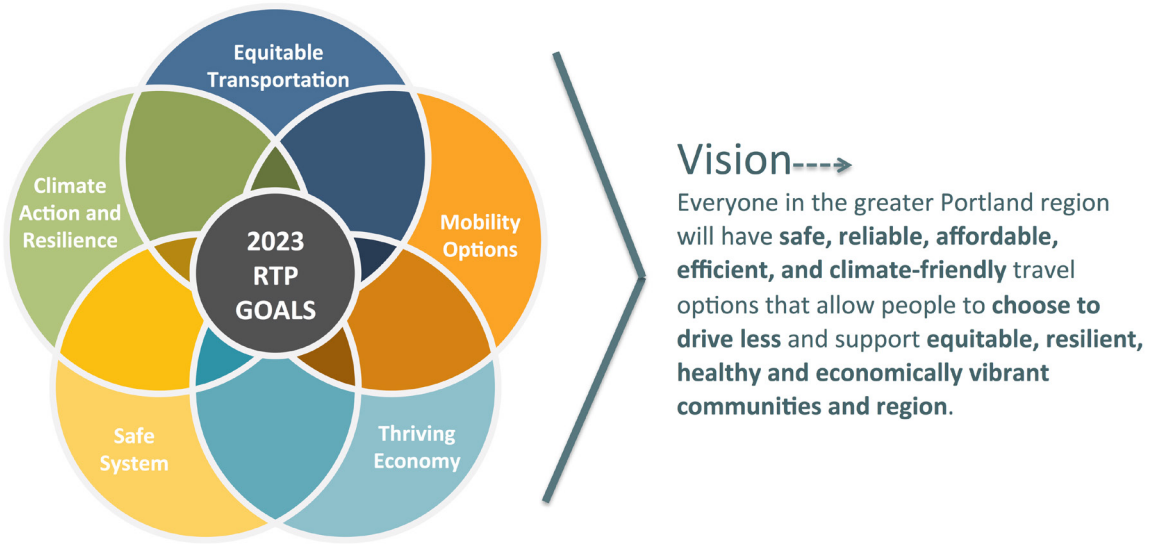

Figure 5. 2023 RTP Vision and Goals

Table 2. TDM Role in Advancing RTP Goals

RTP Goal	TDM Role in Advancing RTP Goals
Goal 1: Mobility Options	TDM efforts are clearly defined in Objective 1.1 Travel Options, which aims to increase the proportion of trips made by walking, bicycling, shared rides, and use of transit while reducing vehicle miles traveled (VMT). TDM helps people get around the region more easily by encouraging them to choose options like carpooling, biking, walking, or taking transit instead of driving alone.
Goal 2: Safe System	TDM supports safety with programs and education that teach people how to travel safely and comfortably and help reduce VMT. Fewer vehicles on the road, in turn, correlate with fewer fatal crashes and severe injuries.
Goal 3: Equitable Transportation	TDM improves mobility by removing barriers to travel options, particularly those related to cost, access, and knowledge. TDM programs can tailor services to specific audiences, particularly those facing transportation barriers including kids, older adults, people with disabilities, non-English speaking communities, and low-income families.
Goal 4: Thriving Economy	TDM supports a thriving economy by improving access to jobs, enhancing network reliability, and reducing household transportation costs. At employment sites, TDM efforts promote worker stability and retention. TDM programs also collaborate with businesses that provide travel-related services, enhancing the local economy.
Goal 5: Climate Action and Resilience	TDM encourages shifts from single-occupancy vehicle trips to walking, biking, transit, and shared modes, reducing VMT and associated greenhouse gas emissions. These reductions are essential to meet state-mandated climate targets. TDM also supports adaptation and resilience by making the transportation system more flexible and less dependent on any single mode or energy source.

RTP Chapter 3: System Policies to Achieve Our Vision

Regional Transportation Demand Management Concept and Policies

The 2023 RTP elevated and formalized TDM by defining a TDM concept and system policies. In addition to the TDM concept and policies, the 2023 RTP identified the development of the Regional TDM Strategy as a near-term implementation action for Metro in Chapter 8 of the 2023 RTP.

Climate Policies & Climate Smart Strategy

The 2014 Climate Smart Strategy outlines policies and actions to reduce greenhouse gas emissions from vehicles in the Portland metro area, developed in response to a 2009 Oregon legislative mandate. The Climate Smart Strategy sets the framework for the corresponding Climate policies in the RTP. TDM is identified in Policy 6: *Provide information and financial incentives to expand the use of travel options and reduce vehicle miles traveled*. In addition, the Climate Smart Strategy identifies actions and implementation monitoring measures for each policy, as well as 2035 targets for each implementation monitoring measure. **Figure 6** shows the Climate Smart Strategy's high and medium impact Greenhouse Gas Reduction Strategies, with TDM (Travel Information and Incentives) include in this list. During the 2028 RTP update, Metro will update the Climate Smart Strategy and intends to recommend revisions to the implementation monitoring measures to better align with local and regional agency roles and with available data.

Proposed Updates to RTP and Climate Smart Strategy

A key outcome of the Regional TDM Strategy is an updated TDM concept and policies. The proposed updates are defined in **Chapter 3: TDM Policies and Strategies**.

The proposed updates to the Climate Smart Strategy implementation monitoring measures are detailed in **Chapter 4: Performance Monitoring and Measurement**.

All proposed RTP and Climate Smart updates are detailed in **Appendix A**.

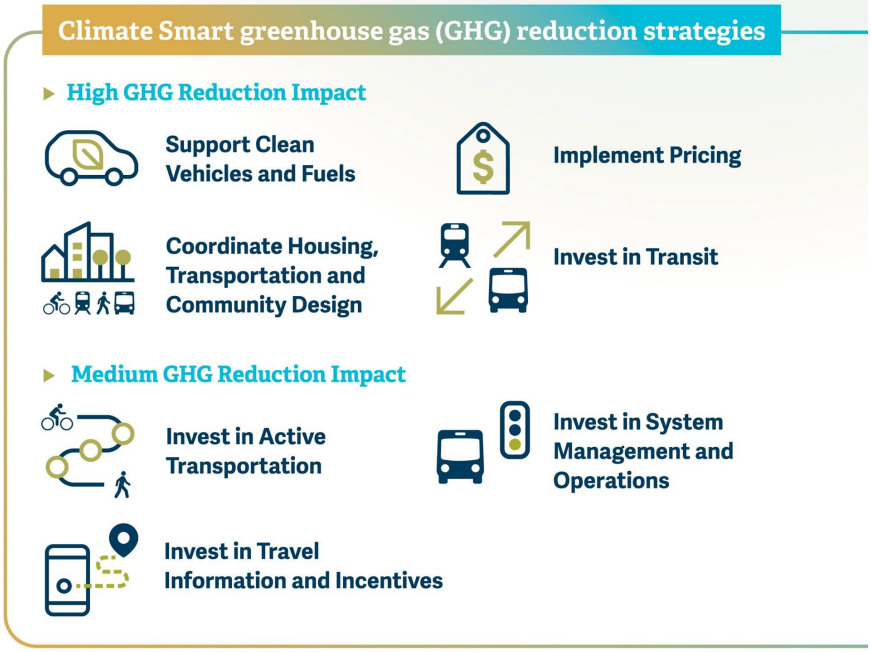

Figure 6. Climate Smart Strategy's High and Medium Impact Greenhouse Gas Reduction Strategies

Regional Mobility Policy

The 2023 RTP updated the Regional Mobility Policy, Metro's policy framework that guides how the Portland region plans for and evaluates transportation needs and investments. The Regional Mobility Policy represents a fundamental shift in how mobility is defined and measured, moving the region away from a focus solely on accommodating vehicle throughput toward a system-level approach that prioritizes multimodal access and climate goals. The Regional Mobility Policy established two new performance measures that TDM directly supports **(Table 3).**

Table 3. 2023 RTP Mobility Performance Targets Relevant to TDM

RTP Performance Measure	RTP Performance Targets and Thresholds
Vehicle Miles Traveled (VMT) per capita for household-based trips	20% reduction by 2035, 25% reduction by 2040, 30% reduction by 2045, and 35% reduction by 2050 (from 2005 levels).
System Completeness	Complete networks and systems for walking, biking, transit, vehicles, and freight and implement strategies for managing the transportation system and travel demand. The planned system will be defined in the RTP and local transportation system plans (TSPs). The RTP and local TSPs may not achieve system completion for all modes to target levels but the RTP and local TSPs should identify future intent for all facilities given constraints and trade-offs. For plan amendments, the target is 100% of planned system OR reduced gaps and deficiencies.

The addition of system completion as a mobility performance measure led to the development of regional policy guidance for local jurisdictions to integrate TDM into their system plans and plan amendments. Metro developed system completeness guidance (**Figure 7**) and an associated toolbox of implementation strategies for jurisdictions in the Portland area to plan, implement, and monitor TDM and Transportation System Management and Operations (TSMO) networks. Its purpose is to support the Regional Mobility Policy outlined in the RTP by helping jurisdictions optimize their transportation systems to reduce VMT, improve multimodal connectivity, and enhance system reliability.

Figure 7. Metro system completeness guidance

The RTP's definition for TDM and TSMO system completion uses a context-specific, process-based framework to plan for TDM that includes baseline, defined, and optimized criteria **(Figure 8).**

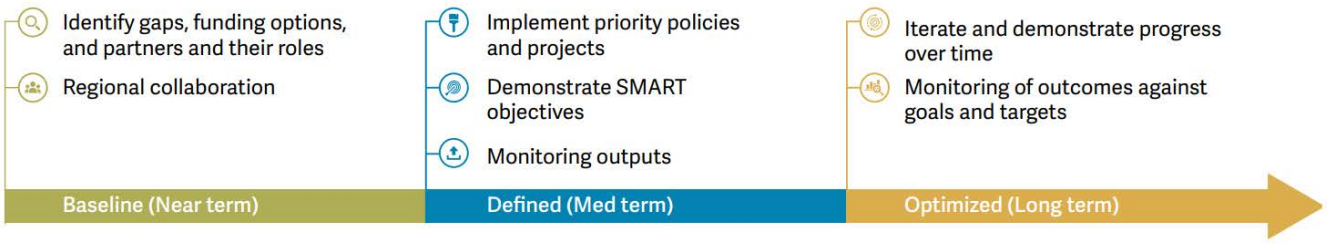

Figure 8. TDM and TSMO System Completion Framework

Congestion Management Process

Metro's RTP includes the region's Congestion Management Process (CMP), a federally required process that provides accurate, up-to-date information on transportation system performance and assesses alternative strategies for congestion management that meet State and local needs — including system and demand management strategies that can be used to manage congestion without adding roadway capacity, consistent with the Oregon Transportation Plan, Regional Mobility Policy and Regional Transportation Functional Plan. The RTP contains a toolbox of potential CMP strategies that jurisdictions should consider prior to roadway widening or other capacity projects (**Figure 9**). There are a wide range of strategies to apply based on the context of the project or at a region-wide scale. In addition, the RTP Regional Motor Vehicle Network Policies identify the same target in Policy 10: Prior to adding new arterial street capacity beyond the planned system of motor vehicle through lanes, jurisdictions must demonstrate that system and demand management strategies cannot adequately address identified needs consistent with the Congestion Management Process and Regional Mobility Policy.

Figure 9. Excerpt from the RTP Congestion Management Process Toolbox of Strategies

Pricing Policies

The RTP details specific policies and implementation actions in relation to transportation pricing that can reduce congestion, vehicle miles traveled and improve equitable distribution of burdens and benefits. The actions include TDM efforts, with cross references to the Congestion Management Process and Climate Smart Strategy. As detailed in Chapter 1, pricing is often considered within the definition of TDM – however, pricing policies are distinct within the RTP, with TDM actions critical to success of implementation. **(Table 4).**

Table 4. RTP Pricing Policies and Actions Relevant to TDM

RTP Pricing Policy	RTP Pricing Policy Actions
Policy 1: Use pricing to improve reliability and efficiency of the transportation network, reduce VMT per capita, and increase transportation options.	**Action 5:** Consider non-infrastructure opportunities to encourage mode shift and reduce VMT per capita, including: commuter credits, funding for transit passes, bikeshare and/or micromobility subsidies, partnerships with employer commuter programs and carpooling/vanpooling.
Policy 2: Center equity and affordability into pricing programs and projects from the outset.	**Action 7:** Reinvest a portion of revenues from pricing into communities with high proportions of people with low-income and people of color, and/or in Equity Focus Areas, consistent with Federal and State law. Use of these revenues should meet the transportation-related needs identified by the equity communities and people most impacted. Examples include commuter credits and free or discounted transit passes, or improved transit facilities, stops, passenger amenities and transit priority treatments.
Policy 5: Reduce greenhouse gas emissions and vehicle miles travelled per capita while increasing access to low-carbon travel options.	**Action 4:** Develop and implement pricing so that it addresses and supports the Climate Smart Strategy and regional climate policies, including through the Congestion Management Process (CMP).

State of Oregon Policy Guidance

The following State of Oregon policies, plans and rules include TDM components and the Regional TDM strategy incorporates specific measurement, activities, or coordination to deliver on those components.

Transportation Planning Rule 660-012

Updates to the state Transportation Planning Rule (TPR) through the Climate Friendly and Equitable Communities rulemaking led to new requirements of local jurisdictions to integrate TDM into their transportation planning processes (660-012-0020 – Elements of Transportation System Plans). The Regional TDM Strategy provides the framework for Metro to support local TSP processes in meeting this new state guidance.

The TPR identifies specific TDM actions for local jurisdictions developing TSPs and specifies that all TSPs within the Portland metro area should include a travel options element in subsection 660-012-014 – Transportation Options Planning.

Three specific elements must be identified in the TDM or travel options element of TSPs, as specified in TPR Section 660-012-0145: Transportation Options Planning **(Table 5).** These are reflected in interim guidance developed for jurisdictions by Metro to support implementation.

Table 5. Transportation Options Plan Elements Required per TPR

Transportation Planning Rule Section 660-012-0145	
Transportation Options Planning Element of a Transportation System Plan (TSP) must include:	**Existing programs, services, and projects.** Cities and counties shall coordinate with transportation options providers, public transportation service providers, state agencies, and other cities and counties to identify the existing programs, services, and projects, which shall include education, encouragement, and other transportation demand management programs and services that focus on forms of transportation other than single-occupant vehicles, transportation demand management programs and policies that discourage the use of single-occupancy vehicles, and transportation options needs of underserved populations. **The future transportation demand management needs.** Cities and counties shall coordinate with transportation options providers, public transportation service providers, and other cities and counties to identify these needs, including commute trip reduction consultation and promotion of programs such as the provision of transit passes and parking cash-out, physical improvements such as carpool parking spaces and park and ride locations, and regional solutions for intercity travel. **A trip reduction strategy for large employers**.

Oregon Department of Environmental Quality (DEQ) Employee Commute Options (ECO) Program

The Oregon DEQ's Employee Commute Options (ECO) program is a mandatory program for large employers in the greater Portland area. Under this program, employers with more than 100 employees must provide commute options to employees designed to reduce the number of cars driven to work. ECO is one of several strategies included in the Ozone Maintenance Plan for the Portland Air Quality Maintenance Area. The Ozone Maintenance Plan will keep the area in compliance with the federal ozone standard. Employers must provide commute options that have the potential to reduce employee commute auto trips by 10% within three years of its baseline survey. Employers must continue to provide commute options that have the potential to achieve and maintain the reduced auto trip rate. Options are available for emission reduction measures, credits for past actions, and exemptions.

Given Metro's role in funding and supporting commute trip reduction policy, coordination with ECO implementation is critical. DEQ, TriMet, and Transportation Management Associations (TMAs) are the primary partners who support employers with ECO, and the data provided by employers can help Metro and partners better understand commute travel behavior to tailor programming to better support trip reduction.

Oregon Transportation Plan

The purpose of the Oregon Transportation Plan (OTP) is to define the long-range transportation policy for the movement of people and goods across the state and set the framework for policies and strategies from the present day to 2050. The OTP is the overarching transportation plan for Oregon's entire transportation system that supports people biking, walking or rolling, driving, or riding in cars, buses, trains, or planes to their destinations.

The role of TDM in the OTP is identified in multiple places, particularly in the mobility goal of the OTP as a specific approach to address demand prior to adding new motor vehicle capacity—as part of Objective MO.2 to reduce the per capita VMT for passenger vehicles in the state. This carries forward in the Oregon Highway Plan Policy 1G, Regional Transportation Functional Plan Section 3.08.220 and Metro's Congestion Management Process.

Oregon Transportation Options Plan

The Oregon Transportation Options (TO) Plan is a topical plan under the OTP. It establishes a vision and policy guidance to advance the state's transportation options program. It also identifies ways to integrate transportation options into transportation planning and investments. Additionally, the Oregon TO Plan identifies regional level implementation activities, including identifying transportation options as a mitigation measure in travel demand scenarios in the RTP and using transportation options as a strategy toward meeting greenhouse gas reduction goals.

Chapter 3: TDM Policies and Strategies

Chapter 3 outlines the implementation framework for TDM in the region and reflects an update to the TDM policies in the 2023 Regional Transportation Plan (RTP). This chapter defines five TDM policies that provide guidance for how TDM efforts will be implemented across the region.

The TDM policies and strategies defined in this chapter represent the primary ways that TDM efforts will advance the five RTP Goals: Mobility Options, Safe Systems, Equity & Access, Thriving Economy, and Climate Action & Resilience. Each supporting strategy contributes to each RTP goal's objectives, considering both the scale of influence and the type of benefits delivered. The five TDM policies are presented on the next page.

Each policy area includes the following components:

1. A policy statement and description of the policy.
2. Desired outcomes of the policy – a brief statement summarizing the intended benefits.
3. Identified needs and opportunities within each policy area from the Regional TDM Needs Assessment.
4. Key strategies to implement the policy and address needs, challenges, and opportunities.
5. Implementation roles for state, regional and local partners to deliver each strategy.
6. Examples from local and national programs to provide context for strategies within each policy area and support effective implementation.
7. Complementary state, regional, or local policies and strategies that:
    a. Identify specific actions that advance TDM; and/or
    b. Have been identified as necessary for success of TDM.

TDM Policies

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.

Policy 2: Financial Incentive Programs

Expand access to existing financial programs and establish new programs to reach more people.

Policy 3: Place- and Event-Based TDM Programs

Deliver programs that meet the unique needs of specific locations and communities.

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.

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.

Implementation Roles Overview

The Regional TDM Strategy intends for state, regional, and local implementers to determine the specific activities needed to advance TDM policies and strategies for the communities that they serve. To clarify responsibilities and foster effective collaboration, each strategy in this chapter is assigned one or more of the following roles:

Lead: The *Lead* is the entity with primary responsibility for a strategy's success. The *Lead* is the main driver and is accountable for a project or program's direction and outcomes.

The *Lead* role involves:

- **Direct:** Set the overall vision, goals, and scope.
- **Fund:** Contribute funds or resources through securing and managing the budget and staff.
- **Manage:** Oversee implementation, ensuring deadlines are met, issues are resolved, and measuring progress.

Partner: A *Partner* is a key collaborator who shares responsibility with the lead. *Partners* are essential for the project's success and often bring unique expertise, resources, or authority to the table.

The *Partner* role includes:

- **Participate:** Contribute directly to the implementation of the strategy.
- **Collaborate:** Share accountability for the project's success and outcomes.
- **Execute:** Carry out specific tasks or subprojects as part of the overall strategy and supporting the measurement of progress.

Support: A *Support* role provides assistance and expertise to the lead and partners but does not have primary responsibility for the strategy's success. Their contributions are valuable but often advisory or supplementary in nature.

The *Support* role involves:

- **Analyze:** Offer specialized knowledge or data.
- **Advise:** Provide guidance and feedback.
- **Contribute:** Contribute a specific resource, such as information, data, or funding, without managing the project itself.

Develop: Strategies that require additional development, coordination or exploration before implementation will include a *Develop* role. All *Develop* roles are assigned to Metro, with the expectation that leadership will transition to other implementers and potentially identified through the development process. *Partner* and *Support* roles are also identified under strategies with a *Develop* role but may not have an identified *Lead*.

The *Develop* role includes:

- **Convene:** Bring partners together to discuss the strategy and develop a plan for implementation.
- **Explore:** Perform additional research or engagement to better define implementation roles and actions.
- **Create:** Develop a program plan or list of actions and partners needed to implement the strategy.

The roles for each strategy are organized by the different scales of implementation – state, regional, or local. There may be more than one Lead role identified, particularly if leadership for a given strategy is needed at multiple scales. Partnerships between public and private entities are critical to TDM implementation. In particular, community-based organizations (CBOs) and transportation management associations (TMAs) are critical intermediaries in cross-jurisdictional programming and implementation of TDM programs that support local planning and policy guidance.

Chapter 5: Metro RTO Work Program provides an implementation framework for all strategies with an identified role for Metro. Staff will use the work program framework to define the specific actions that the Regional Travel Options (RTO) program will take to advance the Regional TDM Strategy, with priority strategies identified for Metro to advance in the near and long term.

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.

Policy 1 Desired Outcomes

Policy alignment across jurisdictions provides a framework for consistent and equitable TDM implementation. When TDM is embedded into transportation planning and funding priorities through coordinated policy development, programs become more stable, scalable, and impactful. Over time, these changes will increase the effectiveness of TDM strategies, reduce single-occupancy vehicle use, and support broader regional mobility, equity, and environmental goals.

Needs and 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.
- **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 commute benefit program support, data collection and measuring program impact. 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.

Policy 1 Strategies and Implementation Roles

Strategy #	Strategy	State-Level Implementers	Regional-Level Implementers	Local-Level Implementers
1A	**Integrate TDM strategies into transportation system plans, pricing and parking programs, and major capital projects.**	ODOT, DLCD, DEQ[1] – *Partner*	Metro – *Develop* Transit providers – *Lead*	Cities/Counties, Parks districts – *Lead*
1B	**Implement stable, ongoing funding for local and regional TDM programs.**	ODOT – *Partner*	Metro – *Lead*	Cities/Counties – *Partner*
1C	**Establish consistent data collection methods to measure and report on the impact of regional TDM strategies.**	ODOT, DEQ - *Partner*	Metro – *Lead* Transit providers – *Partner*	Cities/Counties – *Partner* TMAs, CBOs[2] – *Partner*
1D	**Refine existing and develop new policies at the state, regional and local levels that support effective TDM implementation.**	ODOT, DEQ – *Partner*	Metro– *Develop* Transit providers - *Partner*	Cities/Counties – *Partner*
1E	**Develop and share regional tools, guidance and resources that improve access to travel options and TDM services for a variety of audiences including community members, schools, employers and local planners.**	ODOT – *Partner* DEQ – *Support*	Metro – *Lead* Transit providers – *Partner*	CBOs, TMAs employers, school districts, Cities/Counties, Shared mobility providers – *Partner*

[1] ODOT: Oregon Department of Transportation; DEQ: Department of Environmental Quality; DLCD: Department of Land, Conservation and Development
[2] TMA: Transportation Management Association; CBO: community-based organization

Policy 1 Implementation Examples

Strategy 1A Example	Strategy 1B Example
Portland Bureau of Transportation: Lotería Go!	**San Diego Complete Communities: Mobility Choices**
The Lotería Go initiative is an interactive community game to celebrate the completion of road safety projects. The program is based on a traditional Mexican game– Lotería, which is like bingo, but uses images on a deck of cards instead of balls with numbers. Lotería Go is a super-sized version of this that gets people outside and walking to neighborhood parks by finding the posted cards along recently improved walking and biking routes. By increasing foot traffic and encouraging multimodal exploration through gamified experiences, programs like Lotería Go can strengthen community ownership of mobility improvements and increase awareness and use of travel options alongside new active transportation investments. In 2023 this program reached over 30,000 neighbors and survey respondents indicated an increased interest in driving less following participation and that the new road projects improved people's feeling of safety and experience walking in their neighborhood. 	The City of San Diego's Complete Communities: Mobility Choices program is a regulatory and investment framework designed to fundamentally shift the city's approach to transportation, aligning development with its Climate Action Plan goals. The program mandates that new development projects either implement TDM measures on site to reduce vehicle miles traveled (VMT) or pay an in-lieu fee. Developers satisfy requirements by earning "mobility points" for providing on-site amenities such as free or discounted transit passes, bikeshare memberships, carshare credits, or mobility infrastructure. The program ties mobility funding to development resulting in access to affordable low-carbon travel options. The funds collected through the in-lieu fee are strategically used by the City to construct sustainable transportation infrastructure including bicycle lanes, improved pedestrian walkways, and transit stop enhancements. COMPLETE COMMUNITIES WE'RE ALL IN

Policy 1 Complementary Policies and Strategies

DEQ Employee Commute Option (ECO) Program	Provides a complementary, implementation-level mechanism requiring large employers to reduce drive-alone commuting.
RTP Transportation System Management and Operations Policies, Policy 4	Refers to the provision of real-time traveler information data across devices and at physical locations that is comprehensive in serving the needs of people, businesses, and freight movement.
RTP Emerging Technology Policies, Policy 3 - Information	Directs the use of the best available data to empower travelers to make travel choices and to plan and manage the transportation system.
RTP Transit Network Concept and High-Capacity Transit Strategy	The RTP defines a regional transit network concept that connects centers and places in alignment with the 2040 Growth Concept. The High-Capacity Transit Strategy identified priority areas for investments in public transportation that moves a lot of people quickly and often — think MAX light rail, streetcar or bus rapid transit service — that would provide the most benefit to the most people. These investments will focus on equity and affordable housing in high-capacity transit areas and help to complete a vision for an integrated regional transportation system.
Parking and Curbside Management	These strategies typically occur at the local level and define where micromobility devices can be parked, staged, and accessed, as well as parking policies that may direct funding to support travel options programs and influence travel choices and traveler behavior.

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.

Policy 2 Desired Outcomes

Financial incentives for travel options — such as transit fare or e-bike subsidies, or carpool rewards — lower the cost of sustainable travel, making it more competitive and accessible, and have a proven impact on travel behavior. Improving access and expanding financial incentive programs for travel options can result in increased mobility for community members and mode shift away from single-occupancy vehicles.

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 Portland's **Transportation Wallet** program 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.

Policy 2 Strategies and Implementation Roles

Strategy #	Strategy	State-Level Implementers	Regional-Level Implementers	Local-Level Implementers
2A	**Improve access to and streamline administration of transit pass programs that reach employees, community members, and students.**	ODOT – *Support*	Metro – *Develop* Transit providers – *Lead*	Cities/Counties, TMAs, CBOs – *Partner* Employers, school districts – *Support*
2B	**Develop new and expand existing programs that advance universal basic mobility.**	ODOT – *Support*	Metro, Transit Agencies – *Partner*	Cities/Counties - *Lead* TMAs, CBOs, private sector operators – *Partner*
2C	**Research and pilot new incentive programs that encourage mode shift and support existing travel options users.**	ODOT – *Support*	Metro – *Develop* Transit providers– *Partner*	Cities/Counties, TMAs, CBOs – *Lead*
2D	**Expand programs that reduce the cost of bicycles and scooters through earn-a-bike programs, vouchers, and subsidies**	ODOT – *Support*	Metro – *Develop*	Cities/Counties, school districts, CBOs – *Lead*
2E	**Expand employer parking cash-out programs to incentivize travel options at work sites.**	ODOT, DEQ - *Support*	Metro – *Partner*	Employers – *Lead* Cities/Counties, TMAs – *Partner*

Policy 2 Implementation Examples

Strategy 2A Example	Strategy 2B Example
Minneapolis Metro Transit: Residential Pass Program	**City of Oakland: Universal Basic Mobility Pilot**
Metro Transit in Minneapolis, MN operates the Residential Pass Program that offers multifamily housing developments with over 10 units the option to purchase transit passes for $14 per month per pass. This is an 88% discount from the full price of $120 per month for each pass. The management company must commit to one year and supply one Go-To Card for each unit at their complex. They can offer this service at their own expense or charge the value of the cards back to the resident. They cannot charge more than what they are being charged. This program pays for itself with the requirement that a pass for every unit is purchased for the entire year. Metro Transit	The City of Oakland's **Universal Basic Mobility (UBM) pilot** was a targeted multimodal incentive program designed to address transportation inequities in communities with limited access to affordable and reliable transportation. The pilot provided income-eligible residents with prepaid mobility credits that could be used across public transit and shared mobility services, reducing cost barriers to everyday travel. By offering flexible, user-directed funds rather than mode-specific subsidies, the program expanded participants' access to jobs, food, healthcare, and other essential destinations. Evaluation findings showed increased use of transit and shared modes, reduced reliance on personal vehicles, and improved perceptions of mobility choice and access. 

Universal Basic Mobility (UBM) is the concept of providing a foundational level of mobility to all members of society, regardless of factors such as geographic location or income level, through partnerships and policies.

Definition from ITS America

Policy 2 Complementary Policies and Strategies

RTP Climate Policies, Policy 6	Provides information and financial incentives to expand the use of travel options and reduce VMT.
RTP Transportation Equity Policies, Policy 3	Eliminate transportation-related disparities and barriers for communities of color and people with low income through transportation investments.
Climate Smart Strategy, Policy 7: Parking Management	Describes potential policies that regulate parking costs or supply at destinations and provide financial incentives (e.g., transit passes and parking cash-out and employer buy-back programs) to make sustainable modes more competitive.
Metro Comprehensive Climate Action Plan	Calls for offering discounted transit passes as a key transportation action to reduce greenhouse gas emissions, with Metro's RTO program, transit agencies, and local employers as key partners.
E-Bike Voucher Programs and Policies	Programs and policies that reduce the up-front cost of e-bike ownership and encourage adoption among a broader range of users, directly supporting mode shift and equitable access to low-carbon travel. In Oregon, these happen at the local level and are also being discussed at the state level.
Shared Micromobility Policies and Programs	Shared micromobility policies and programs provide the regulatory and partnership framework to manage bikeshare and e-scooter share systems, integrate them with transit and TDM programs, and ensure equitable and safe service delivery across the region.

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.

Policy 3 Desired Outcomes

Travel behavior is strongly influenced by the characteristics of a location, community or the activity leading to a travel need. Targeted TDM interventions can effectively manage demand, increase mode shift, and improve access where transportation needs are most acute.

Needs and Opportunities

- **Managing Demand and Providing Transportation Choices:** Major destinations, including airports, event venues, and health care centers, are a leading source of recreational and essential trips. Seasonal demand in recreational and place-based transportation can create challenges in sustaining transportation strategies year-round rather than concentrating services only during peak periods. Major one-time events 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 increased vehicle traffic. The most persistent challenge for building demand for travel options is 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.

Policy 3 Strategies and Implementation Roles

Strategy #	Strategy	State-Level Implementers	Regional-Level Implementers	Local-Level Implementers
3A	**Design TDM programs that provide targeted support for travelers and workers at high-demand locations.**	ODOT – *Support*	Metro, transit providers – *Partner*	Major Institutions – *Lead* Cities/Counties, Parks districts – *Partner*
3B	**Support demonstration projects and quick-build efforts that activate and enhance active transportation — such as Better Block, School Streets, and school circulation improvements.**	ODOT – *Support*	Metro – *Partner*	Cities/Counties – *Lead* School districts and CBOs – *Partner*
3C	**Develop sustainable support to increase adult-led walking and rolling programs and school bus ridership at schools.**	ODOT – *Partner*	Metro – *Develop*	Cities/Counties, CBOs, school districts, PTOs[3] – *Partner*
3D	**Develop a coordinated approach to improve micromobility parking and storage, prioritizing secure storage at multifamily housing and parking at key destinations.**	ODOT – *Support*	Metro – *Develop*	Cities/Counties, major institutions, multifamily housing providers, CBOs – *Lead*
3E	**Expand employer-focused bike commute encouragement, education and incentive programming.**	ODOT – *Partner*	Metro – *Partner*	Cities/Counties, employers, TMAs, CBOs – *Lead* Shared micromobility providers – *Partner*

[3] PTO: parent-teacher organization

Policy 3 Implementation Examples

Strategy 3A Example	Strategy 3D Example
TriMet Ticket2Ride Program	**City of Tigard's Power to the Pedal E-Bike Lending Library**
Ticket2Ride is TriMet's partnership program with destination venues to integrate transit fare with digital tickets to specific events. Currently, TriMet partners with Providence Park and the Oregon Zoo to offer Ticket2Ride for select major events. Incentivizing transit to event venues at no cost to the consumer is an effective method to center travel options in marketing campaigns, promote transit use outside of event days, and reduce vehicle congestion and unsafe driving behaviors often associated with major events. 	The City of Tigard's Power to the Pedal program is a pilot e-bike lending library operated in partnership with Westside Transportation Alliance (WTA) at two multifamily affordable housing locations. By placing shared e-bikes directly where residents live, the program serves residents where they are and removes common barriers to biking such as cost, storage, and uncertainty about whether biking is a practical option. Much like the BIKETOWN program serving the Portland area, the program approach enables residents in Tigard to test e-bikes for commuting, errands, and daily trips. POWER to the PEDAL

Strategy 3C Example

Oregon Walks Walking School Bus Program

Oregon Walks designed their Walking School Bus Program to develop community transportation leaders (called School Liaisons) to learn about, create, and deploy sustainable walking school buses at elementary schools across the region. The School Liaisons lead the coordination of walking school buses for their designated neighborhood school, including recruiting volunteers, training community members and coordinating consistent walking programming. Oregon Walks provides School Liaisons with training in areas such as community engagement, safety, and route planning and they are equipped with a walking kit and safety gear. Throughout the program, School Liaisons receive monthly one-on-one goal setting support and attend monthly cohort training meetings.

Policy 3 Complementary Policies and Strategies

Metro Regional Transportation Safety Strategy	Identifies regional safety policies, strategies and actions including identification of High Injury Corridors and intersections. The RTP aims to reduce fatal and serious crashes, and place-based TDM can support identifying needed safety improvements.
RTP Climate Policies, Policy 7	Identifies the need to manage parking supply at mixed-use centers and corridors and reduce the amount of land dedicated to parking to increase multimodal trips and reduce vehicle miles traveled.
Transit-Oriented Development	By locating affordable and multi-family housing close to transit, there is an opportunity to implement TDM strategies that can further incentivize and increase transit use. Requiring developers to incorporate TDM measures such as secure bike parking, real-time transit arrival screens or integrated transit pass programs into housing developments — rather than investing in costly parking infrastructure — helps lower housing costs and promotes equitable, sustainable communities.
Event Management Plans	Specific, temporary management strategies that create opportunities to mandate or incentivize mode shift for large gatherings.
Safe Routes to School Plans	Often developed at the school, district, or local jurisdiction level, these plans identify specific infrastructure improvements determined by the school community as places with known safety issues and where children and families do not feel safe, as well as programmatic needs to better support families walking, biking and rolling to school.
Bike Parking Code Requirements or Design Standards	These requirements typically occur at the local level and expand access to secure, visible, and convenient parking at destinations, addressing one of the primary deterrents to micromobility use.
Parking Management Plans and Requirements	These plans and requirements typically occur at the local level. The availability and cost of parking can impact the travel choices that people make, particularly in traveling to high demand locations.

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.

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.

Policy 4 Desired Outcomes

TDM programs are more effective when they are built with, and for, the communities they serve. TDM programs that emphasize inclusion can remove barriers to participation and support equitable access to travel options, resulting in increased mobility and more resilient communities.

Needs and 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.

Policy 4 Strategies and Implementation Roles

Strategy #	Strategy	State-Level Implementers	Regional-Level Implementers	Local-Level Implementers
4A	**Expand access to personalized trip planning and tailored resources to help community members feel confident using travel options.**	ODOT – *Support*	Metro, transit providers – *Partner*	TMAs, CBOs – *Lead* Cities/Counties – *Partner*
4B	**Invest in community-identified solutions that advance personal safety and security while traveling in public spaces.**	ODOT – *Support*	Metro – *Develop* Transit providers – *Partner* CBOs – *Lead*	Cities/Counties, TMAs – *Partner*
4C	**Increase active transportation group programming that removes barriers and fosters connected communities.**	ODOT – *Support*	Metro – *Partner*	CBOs – *Lead* TMAs – *Partner* Cities/Counties – *Support*
4D	**Advance education efforts that teach children and adults how to ride a bike.**	ODOT, ODE[4] – *Partner*	Metro – *Develop*	Cities/Counties, school districts, CBOs – *Partner*
4E	**Enhance and expand partnerships between TDM service providers and culturally specific organizations[5].**	ODOT – *Support*	Metro – *Develop*	Cities/Counties, school districts – *Partner* CBOs – *Partner*

[4] ODE: Oregon Department of Education
[5] Culturally specific organizations provide programs or services to a cultural community of people with shared values, traditions, languages, food, or customs. Culturally specific organizations deliver programs in ways that are relevant, approachable and cultivate a sense of belonging.

Policy 4 Implementation Examples

Strategy 4C Example	Strategy 4D Example
Beyond Traffic Safety: Building Community Belonging and Safety in Public Spaces	**WeBike Program by The Street Trust: Creating a Gender-Inclusive Space with Bicycling**
PBOT partnered with the Division Midway Alliance on the Beyond Traffic Safety project to document community members' experiences and reflections on what personal safety means to them and to identify ways government agencies and community can make public spaces safer. The Division Midway Alliance led the engagement process through their cultural liaison model, with liaisons who speak Bhutanese, Chinese, Karen, Spanish, and Vietnamese recruiting participants and facilitating focus groups. The project developed a Personal Safety Toolkit that identifies infrastructure tools and community programming.	WeBike is The Street Trust's program to inspire more trans people, gender non-conforming people, Two Spirit people, and women (both trans and cis) to incorporate a bike into their lives and use biking to meet their transportation needs and personal goals. The program aims to dismantle barriers to cycling through group rides, knowledge-sharing events, meet and greets, and mentorship. In addition to in-person events and activities, they have an active online community for members to share resources and connect with one another.
	

Policy 4 Complementary Policies and Strategies

RTP Transportation Equity Policies, Policies 2, 3, and 5	These policies call for investments in the transportation system that support community stability by anticipating and minimizing the effects of displacement and other affordability impacts on marginalized communities; prioritizing transportation investments that eliminate transportation-related disparities and barriers for marginalized communities; and collecting and assessing qualitative and quantitative data to understand the transportation-related disparities, barriers, needs, and priorities of communities of color and other marginalized communities.
RTP Safety and Security Policies, Policy 3	This policy prioritizes investments that benefit people with higher risk of being involved in a serious crash, including people of color, people with low incomes, people with disabilities, youth, older adults, people walking, people bicycling, people on motorcycles, and people working in the right-of-way. This policy aligns with the strategy to invest in community-identified solutions to advance personal safety and security.
Metro Emerging Technology Strategy, Policy 1 - Equity	Make emerging technology accessible, available and affordable to all and use technology to create more equitable communities.
Public Health Policies or Initiatives	These policies can support TDM by engaging communities to address health disparities, promoting active transportation like walking and biking, and targeting improvements in neighborhoods with limited infrastructure or higher health disparities.

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.

Policy 5 Desired Outcomes

Travel behavior can be shaped by disruptions (e.g., pandemics, weather, construction) and impacted by new options or emerging technologies. Adaptive and resilient TDM programs help maintain mobility even during unexpected changes to support a broad array of trip types and can support increased use of new services, maximizing their impact.

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. The strategies and implementation roles associated with this policy seek to address the following needs and opportunities identified in the assessment:

- **Commute and Non-Commute Travel:** TDM practitioners are challenged to adjust programming to focus on all types of trips, 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. The increase in non-commute trips for essential needs is also often linked to caregiving – impacting parents and working families.
- **Data Collection and Monitoring:** 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 — including mobility hubs, vanpools, shuttles, shared micromobility services and expanded access to personal 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.

Policy 5 Strategies and Implementation Roles

Strategy #	Strategy	State-Level Implementers	Regional-Level Implementers	Local-Level Implementers
5A	**Design TDM programs that respond to changing travel patterns with a focus on travel to essential destinations - such as health care and social services.**	ODOT – Support	Metro, transit providers – *Partner*	Cities, Counties, TMAs, CBOs – *Lead*
5B	**Promote employer TDM strategies that support a variety of work schedules and adapt to reflect changing workforce travel norms, with a focus on workers who do not have remote options.**	ODOT – *Partner* DEQ – *Partner*	Metro, transit providers – *Partner*	Cities, Counties, employers, TMAs, CBOs – *Lead*
5C	**Coordinate with shuttles, mobility hubs, and shared micromobility options to ensure robust promotion, outreach, and use.**	ODOT – *Partner*	Metro, transit providers – *Partner*	Cities/Counties, Parks districts, TMAs, CBOs, private sector operators – *Lead*
5D	**Advance a sustainable, regionally coordinated vanpool program that is positioned to receive and distribute federal and/or state vanpool subsidies.**	ODOT – *Partner*	Metro – *Develop* Transit providers – *Partner*	CBOs, TMAs, employers, private sector operators – *Partner*
5A	**Design TDM programs that respond to changing travel patterns with a focus on travel to essential destinations - such as health care and social services.**	ODOT – Support	Metro, transit providers – *Partner*	Cities, Counties, TMAs, CBOs – *Lead*

Policy 5 Implementation Examples

Strategy 5B Example	Strategy 5D Example
Georgia Commute Options: Supporting Essential and On-Site Workers	**Vanpool Efforts in Oregon: Salem Vanpool**
The Atlanta Regional Commission's Georgia Commute Options program is a central component of its *2023 Regional TDM Plan*, promoting employer TDM strategies that support a wide range of work schedules with specific strategies tailored to workers who do not have remote options. The program partners with employers in sectors such as manufacturing, logistics, healthcare, and other onsite industries to tailor commute services for shift and non-traditional schedules. Through targeted employer outreach, carpool and vanpool matching, flexible incentives, and schedule-appropriate marketing, Georgia Commute Options helps essential workers access affordable and reliable commute alternatives. GEORGIACOMMUTEOPTIONS	Cherriots, the public transit provider for Salem, Keizer, and the mid-Willamette Valley, operates a successful vanpool program through its Cherriots Commuter Options (CO) program. The agency organizes and uses Oregon Department of Transportation funds to subsidize vanpools for employees with shared commute patterns, providing vehicles, rider support, and access to its Guaranteed Ride Home program. In 2025, Cherriots supported 39 active vanpools serving 216 commuters across Polk, Marion, and Yamhill counties. Strategic route coordination improved efficiency and occupancy while expanding the program. Subsidies totaled $209,169 which covered about 37% of operating costs per vanpool, helping keep vanpooling affordable and reliable for regional workers. 

Policy 5 Complementary Policies and Strategies

Metro Transportation System Management and Operations (TSMO) Strategy	Provides a coordinated set of strategies and technologies for efficient regional transportation system operations with the goal of getting the most performance out of existing transportation facilities, which complements TDM's demand management focus.
Metro Emerging Technology Strategy, Policy 4 - Innovation	Elevates the need to partner with new mobility companies, support pilot projects and test new tools and data to manage the transportation system.
Metro Community Connector Transit Study	Through this study, Metro will recommend a regional approach for enhancing the public transit system with community connector transit, a type of public transportation that typically uses smaller vehicles, such as shuttles or vans. It is often more flexible than a bus — from going off-route to pick up or drop off riders to being by-request whenever and wherever needed (like Uber or Lyft). The study will identify where to allocate resources for improvements first. The outcomes of the work will inform updates to the next RTP, and TDM can play a supportive role in promotion and coordination with Community Connector investments and activities recommended through this study. It is often more flexible than a bus — from going off-route to pick up or drop off riders to being by-request whenever and wherever needed (like Uber or Lyft).
Flexible Schedule and Telework Policies	Policies that influence flexibility in work schedules and the ability to work from home, directly supporting TDM's efforts to manage peak-hour travel demand and reduce drive alone commute trips.

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Chapter 4: Performance Monitoring & Measurement

Chapter 4 describes how Metro and regional partners will track progress toward regional goals, policies and performance targets through coordinated performance monitoring and measurement of TDM in the region. A regional approach requires consideration of multiple factors to understand and plan for the TDM system holistically.

Performance Measurement Approach

The Regional TDM Strategy performance monitoring and measurement approach will:

- **Propose new Regional TDM Performance Metrics that will be used to monitor progress toward RTP performance targets.**
    - **Purpose:** Strengthen alignment among regional, state, and local performance monitoring efforts and highlight where Metro can effectively measure TDM contribution toward regional mobility and climate goals.
- **Develop an RTO Program Evaluation Framework that tracks progress toward regional TDM policies, addressing transportation barriers, and fostering meaningful behavior change.**
    - **Purpose:** Streamline reporting requirements for Regional Travel Options (RTO)-funded partners and focus on addressing the behavioral, informational and social barriers to transportation.
- **Utilize analytic tools to identify gaps and opportunities in TDM programming to better address unmet needs.**
    - **Purpose:** Further identify gaps and needs, improve understanding of performance, and inform investment decisions. The framework outlined in this chapter aligns with Metro's interim planning guidance for local jurisdictions that recommends a gap analysis approach by considering policy, programs, geography, user groups, and transportation modes.

Regional TDM Performance Metrics

Measuring regional TDM performance will inform how TDM programs contribute to progress in meeting the goals and targets outlined in the RTP and assess whether Metro and partners are on track to implement the long-term levels of TDM coverage envisioned in the RTP and Climate Smart Strategy.

The Regional TDM Strategy contributes directly to several RTP performance measures and is also guided by regional and state policy to track specific TDM actions. This section identifies Regional TDM Performance Metrics that align with and contribute to the measurement of **two RTP performance measure targets (Table 6):**

Table 6. RTP Performance Targets

RTP Performance Measure	RTP Performance Target
System Completion	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.
Vehicle Miles Traveled (VMT)	Reduce vehicle miles traveled per person by 35% by 2050, with a 30% reduction by 2045 and a 25% reduction by 2040, compared to 2005.

Regional TDM Performance Metrics: System Completion

Through the 2023 RTP Regional Mobility Policy update, System Completion was established as a performance target that explicitly includes transportation demand management and system management in addition to physical multimodal networks. To support local implementation, Metro developed interim, process-oriented guidance to help jurisdictions define and plan for TDM system completion in their local transportation system planning context. This approach is described in **Chapter 2: Policy Framework.**

The following Regional TDM Performance Metric will assess progress toward TDM System Completion:

TDM Performance Metric	**Share of jurisdictions with TDM plans integrated into their TSP consistent with RTP guidelines.**
Purpose	Tracks progress toward integrating TDM into local transportation system planning in alignment with the RTP and the Regional Mobility Policy, and consistent with state transportation planning guidance.
Implementation Considerations	Monitored through Metro TSP liaison program and coordination with local partners as TSPs are updated on a rolling basis.
Next Steps	As a short-term action, Metro staff will update existing TDM System Completion Guidance and associated toolbox of strategies for local jurisdictions[6] alongside RTP and RTFP updates, as well as develop additional tools and allocate resources to support local jurisdictions integrating TDM into local planning processes.

[6] Metro developed a TDM System Completion Toolbox of TDM strategies for local planners.

Exploratory TDM System Completion Performance Metrics

As Metro expands RTP project-level assessment, there is an opportunity to further integrate and evaluate TDM within the RTP call for projects process. The following exploratory metrics are intended to inform future guidance, collaboration, and measurement opportunities:

Exploratory Metric	**Identification and analysis of near-term constrained RTP capital projects that incorporate TDM-supportive street and trail design elements or include complementary TDM programming.**
Purpose	Track progress in integrating TDM into capital project scopes and budgets, a critical component of achieving system completion for TDM.
Implementation Considerations	Metro will assess updates needed to the RTP call for project process to identify TDM-supportive street and trail design elements that project leads can select as part of RTP submissions.
Next Steps	As a short-term exploratory action, Metro staff will develop guidance on integrating TDM programs into transportation capital projects. As an additional action, Metro will continue to require delivering TDM programs upon project completion as a condition of approval for awarded Regional Flexible Fund Step 2 projects and support awarded projects with implementation.

Exploratory Metric	**Develop guidance for meeting TDM-related congestion management requirements for major capital projects.**
Purpose	Track application of Metro's Congestion Management Process and compliance with Oregon Highway Plan Policy 1G, which requires the consideration and use of TDM- in addition to other congestion management strategies- prior to roadway capacity expansion.
Implementation Considerations	Metro will assess updates needed to the RTP project submission process to collect this information.
Next Steps	As a short-term exploratory action, Metro will develop more detailed guidance on compliance with OHP Policy 1G and Metro's Congestion Management Process as it relates to TDM, expanding on the existing toolkit provided in the RTP.

Regional TDM Performance Metrics: Vehicle Miles Traveled

Metro's Climate Smart Strategy, as the regionally approved transportation scenario, establishes implementation monitoring measures that serve as the regional reporting mechanism for all jurisdictions within Metro's boundaries under the Climate Friendly and Equitable Communities (CFEC) rulemaking process. These measures are reported by Metro every two years. The RTP provides a high-level regional assessment of progress toward the VMT reduction performance target that accounts for both RTP projects and policies and outside factors like economic change and population growth. The implementation monitoring measures identified in Climate Smart provide more detailed information on Metro and partner agencies' progress in implementing climate actions and on the climate benefits of these actions. During the 2028 RTP update, Metro will recommend updates to the Climate Smart Strategy implementation monitoring measures so that they better align with local and regional agency roles and with available data.

The following Regional TDM Performance Metrics are intended to update the existing Climate Smart Strategy Policy 6 implementation monitoring measures and support tracking Metro's progress toward the VMT reduction target identified in the RTP. Together, these metrics emphasize TDM programs that have a measurable and evidence-based impact on reducing VMT and make travel options more affordable:[7]

TDM Performance Metric	**Share of workers who have access to an employer-provided transportation financial incentive.**
Purpose	Tracks employer-based TDM programs that offer financial benefits to employees — such as transit passes, vanpool programs, and parking cash-out — that have demonstrated potential to reduce drive-alone trips.

TDM Performance Metric	**Share of people with access to a transportation subsidy or financial incentive program, outside of employer or school-provided programs.**
Purpose	Tracks access to subsidy-based TDM programs that reach people through a variety of sources including multi-family housing, parking districts, or income-based subsidies. These subsidies can include transit passes or shared bike or scooter share credits.

[7] See The California Air Pollution Control Officers Association (CAPCOA) Handbook for Analyzing Greenhouse Gas Emission Reductions, Assessing Climate Vulnerabilities, and Advancing Health and Equity (https://www.caleemod.com/documents/handbook/full_handbook.pdf), which compiles research and methods to quantify the GHG and VMT reductions from different transportation actions; measures T-5 through T-13 discuss different TDM programs. Metro's 2025 Comprehensive Climate Action Plan identified discounted transit passes as a key climate action for the region based in part on the evidence provided through this handbook: https://www.oregonmetro.gov/sites/default/files/2025-12/metro-ccap-final-standalone-main-document.pdf

TDM Performance Metric	**Share of K-12 students with access to programs that provide incentives and support to walk, bike, take transit, or ride the school bus.**
Purpose	Tracks student and family-focused TDM programming that supports non-driving school travel. These programs can include adult-led walking or biking groups, student transit pass programs, or efforts to increase school bus ridership.

For all three Climate Smart Strategy implementation monitoring measures, the following implementation considerations and next steps have been identified:

Implementation Considerations	Metro staff will track these metrics in collaboration with regional partners, identified in **Table 7**.
Next Steps	Baselines, targets and data collection methodology will be identified through a subsequent collaborative process with regional partners.

Table 7. Regional TDM Performance Metrics

RTP Goal and Performance Measure	RTP Target	TDM Performance Metric	Data Sources
Mobility Options: System completion	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.	Share of jurisdictions with TDM plans integrated into their TSP consistent with RTP guidelines.	Metro, local jurisdictions
		Exploratory: Identification and analysis of near-term constrained RTP capital projects that incorporate TDM-supportive street and trail design elements or include complementary TDM programming.	Metro, state and local jurisdictions
		Exploratory: Develop guidance for meeting TDM-related congestion management requirements for major capital projects.	Metro, transit providers, state and local jurisdictions
Climate: Vehicle miles traveled	Reduce vehicle miles traveled per person by 35% by 2050, with a 30% reduction by 2045 and a 25% reduction by 2040, compared to 2005.	Share of workers who have access to an employer-provided transportation financial incentive.	Metro, transit providers , commute program providers
		Share of people with access to a transportation subsidy or financial incentive program, outside of employer or school-provided programs.	Metro, transit providers, local jurisdictions
		Share K-12 students with access to programs that provide incentives and support to walk, bike, take transit, or ride the school bus.	Metro, transit providers, School Districts, state and local jurisdictions

RTO Program Evaluation Approach

The RTO program directs and funds a variety of TDM programs across the region that support the policies and strategies identified in the Regional TDM Strategy. Tracking progress is essential for accountability and ongoing program improvement, while ensuring that data collected by TDM service providers meaningfully contributes to understanding program impact.

As the RTO Program reorients its activities to align with the Regional TDM Strategy, performance measurement will focus on asking targeted, policy-relevant questions of both grantees and the RTO program itself. This approach emphasizes collecting the right information — at the right level — to understand where programs are being delivered, who they are reaching, and how they contribute to desired outcomes. Metro-hosted analytic tools (discussed in the following section) will be used to support this effort and to illuminate regional trends, gaps, and opportunities for TDM programming.

The RTO program's evaluation framework focuses on linking program **effort and effect** with desired **impact**.

Effort: What activities were delivered? (Quantity)	Measures of effort capture what program activities were delivered and how much was delivered (i.e. number of people participating in a specific program). The RTO program will work with grantees to identify a flexible library of metrics tailored to the activities funded in each grant cycle, aligning with Regional TDM Policies and Strategies.
Effect: Who did the activities reach and where were they delivered? (Quality)	The RTO program will use analytic tools (detailed in the following section of this chapter) to determine if program activities are reaching intended populations or priority geographies, as well as identify service gaps or unmet needs. Metro RTO will work with partners to identify metrics and data collection methods to support evaluating the effectiveness of program activities, which may include demographic data on participation or intended audience and/or data on delivery location(s).
Impact: What difference did these activities make?	Measures of impact assess effect of program activities. Impact examines whether TDM programs improved access to travel options, increased knowledge or skills, or supported changes in travel behavior. Because TDM programs influence behavior over time and in different ways, impact is evaluated using a "stages of change" framework. This framework will be applied to program activities and metrics, to track investment and outcomes across these stages.

TDM programs seek to influence travel behavior by increasing awareness of options, building skills and confidence, and improving access to resources. Program outcomes can be assessed across the following stages of behavior change:[8]

Contemplation:	Individuals become aware of available travel options and consider trying a new mode. This stage focuses on a change in perception, attitude or opinion toward travel options.
Preparation:	Individuals gain the information, skills or tools needed to make new travel choices, increasing readiness to change behavior.
Action:	Individuals actively use a new mode of travel, due to a change in circumstances, such as access to a transit pass, or a behavioral choice.
Maintenance:	Individuals are supported in sustaining new travel behaviors through ongoing engagement, participation in programming that is relevant to their circumstance, or feeling connection to a travel options community.

Together, measures of effort, effect, and impact provide a more complete picture of how RTO-funded programs contribute to removing transportation barriers and supporting travel behavior change over time.

Supporting Equitable Transportation

In addition to contributing to regional mobility and climate goals, TDM plays a critical role in reducing transportation barriers for communities across the region.

RTP Goal 3, Equitable Transportation, identifies the objective (3.2) to "eliminate barriers that people of color, people with low incomes, youth, older adults, people with disabilities and other marginalized communities face to meeting their travel needs."

Current RTP performance measures in support of this objective track geographic investment and built environment conditions. However, travelers in the region experience many additional barriers that are behavioral, informational, or social in nature — such as affordability, safety, and comfort, or access to travel information, education, and resources. These barriers often disproportionately impact marginalized communities.

Through its evaluation approach, the RTO program provides an opportunity to better understand and track progress in reducing transportation barriers and advancing equitable access across the region.

[8] The Stages of Change Theory, or Transtheoretical Model (TTM), describes behavior change as a gradual, cyclical process: https://www.ncbi.nlm.nih.gov/books/NBK556005/

Figure 10 shows example measures of effort, assessments of effect, and indicators of impact associated with different types of activities and illustrates how these measures align with policies in the Regional TDM Strategy. The examples shown are illustrative and are not intended to represent a required or exhaustive set of metrics. The RTO program will work with grantees to identify a flexible library of metrics tailored to the activities funded in each grant cycle along with standardized qualitative and quantitative assessment tools, focusing required data collection on measures that meaningfully assess quantity, quality, and potential impact.

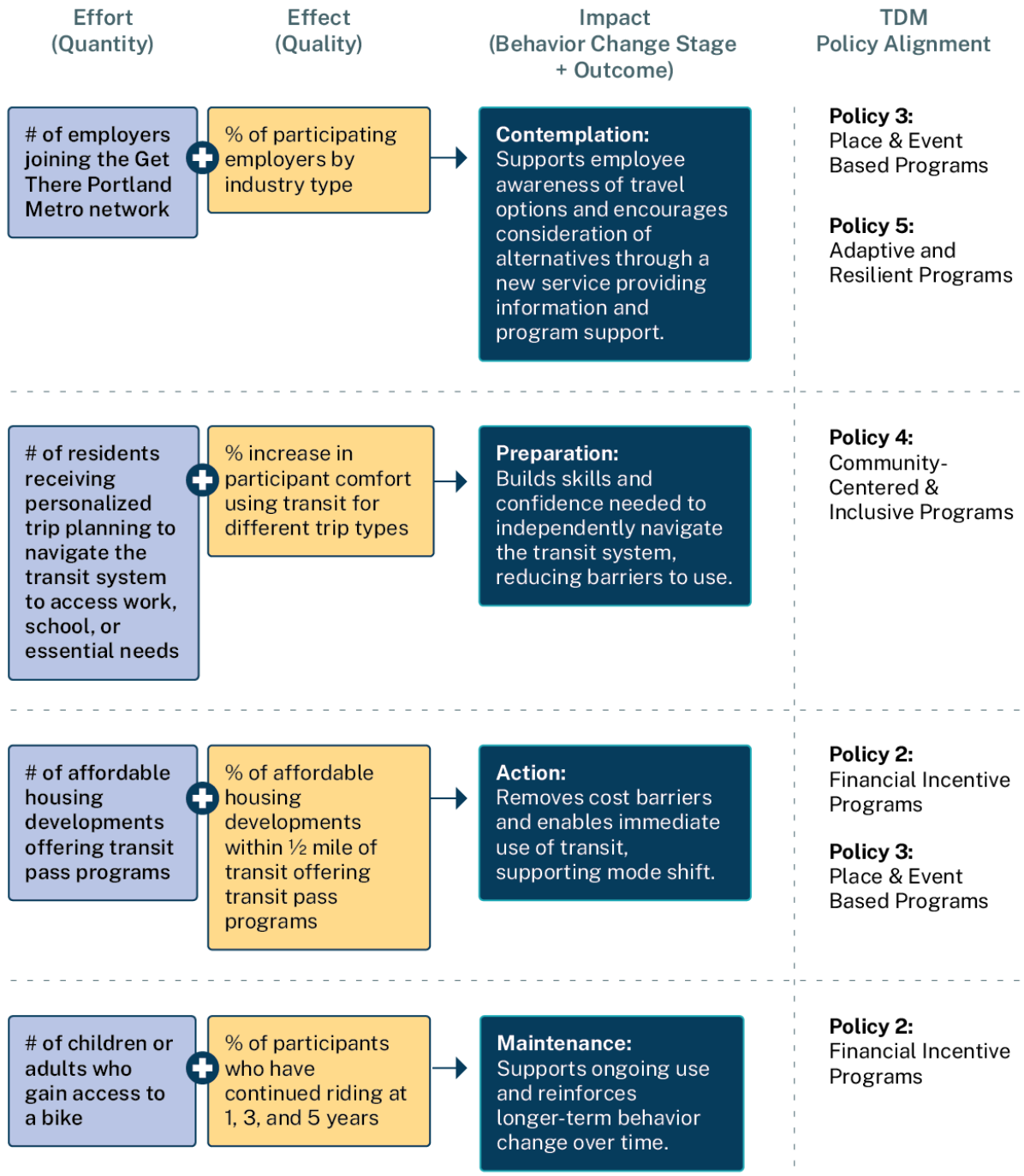

Figure 10. TDM Evaluation Framework for RTO-Funded Programs

Monitoring Progress and Assessing Gaps

Effective TDM programs complement transportation infrastructure and services, reach communities across the region, and prioritize populations with the greatest needs. By leveraging Metro-developed tools and monitoring key RTP performance measures, the RTO program can target TDM investments to areas and populations where they can be most effective. This section describes the analytic approach Metro will take to improve understanding of performance, further identify gaps and needs, and inform investment decisions.

Metro hosts several analytic tools that support assessment of TDM needs across geographies and populations, helping Metro and partners identify gaps, prioritize investments, and tailor programs to local context, as described in this section.

Equity Focus Areas

Metro defines Equity Focus Areas (EFAs) **(Figure 11)** as census tracts where the rate of Black, Indigenous, or People of Color, people with limited English proficiency, or people with low income is greater than the regional average. The density (persons per acre) of one or more of these populations must be double the regional average to qualify as an EFA. EFAs can help Metro and partners assess whether TDM programs are reaching high-priority populations.

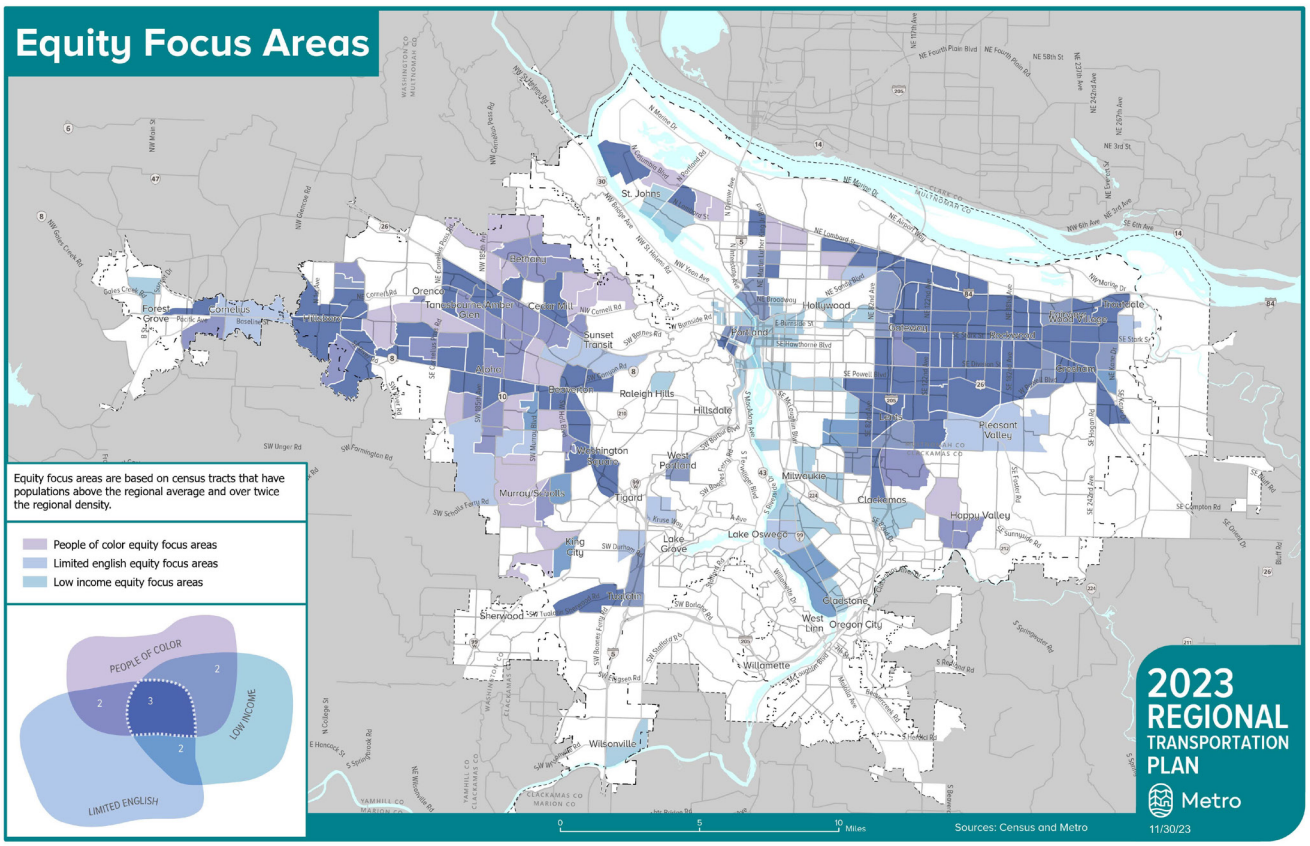

Figure 11. Image of Metro Equity Focus Areas

Social Vulnerability Index

Metro's Social Vulnerability Index (SVI) models general social vulnerability for the 5-county Portland, Oregon metropolitan region and is calculated from many indicators including low income, age and more. Mapped in Metro's Social Vulnerability Explorer (**Figure 12**), darker blue tracts indicate that the Social Vulnerability Index is higher (more vulnerability) in that part of the region.

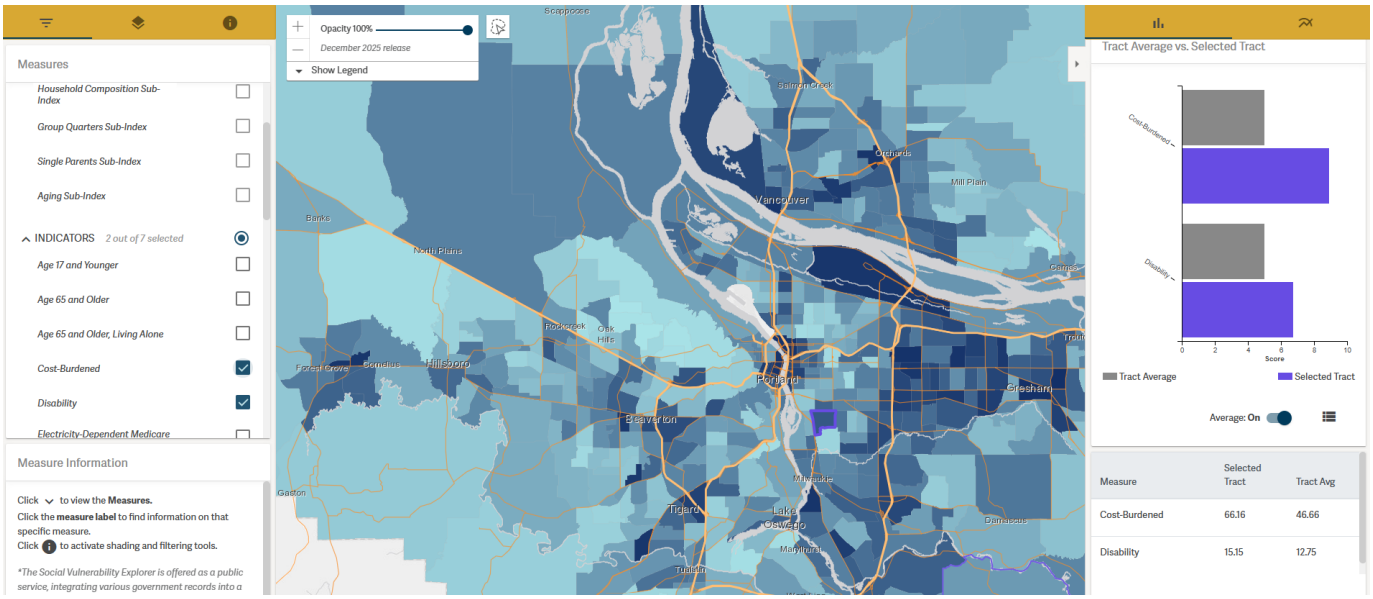

Figure 12. Image of Metro's Social Vulnerability Explorer

Context Score Tool

The Context Score tool produces an index of travel options-related metrics for a given location. Metrics include proximity to parks, bike route density, sidewalk density, transit access (density of stops weighted by number of total weekday headways), urban living infrastructure (density of amenities), intersection density, and block size density. Context scores can be applied to specific locations or summarized by geography. This tool can help Metro and partners understand which types of TDM programs are most likely to succeed in different areas. **Figure 13** shows an example application of the Context Score Tool developed during the 2019-2023 RTO Grant Evaluation process.

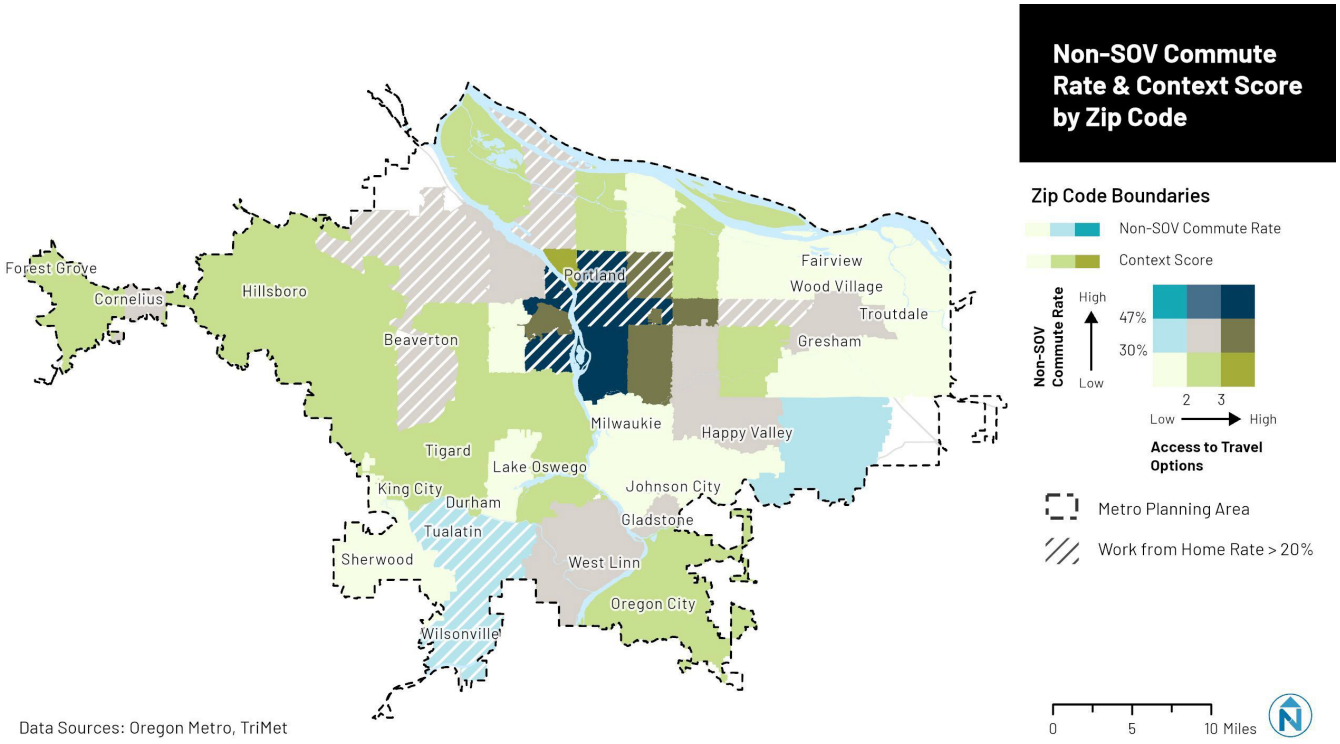

Figure 13. Example application of Metro Context Score Tool

Safe Routes to School Walkshed Analysis Tool

This Regional SRTS Walkshed Analysis Tool (**Figure 14**) assigns all schools in the region a Walkshed Quintile, a relative score which combines metrics for physical infrastructure limitations (barrier streets, crashes, and missing sidewalks) with student transportation vulnerability indicators (students of color, students with a disability, English learners, students experiencing poverty, and absenteeism). Higher scores indicate higher relative vulnerability and need compared to other schools in the region. This tool can help Metro and partners identify where Safe Routes to School and related programs are needed most.

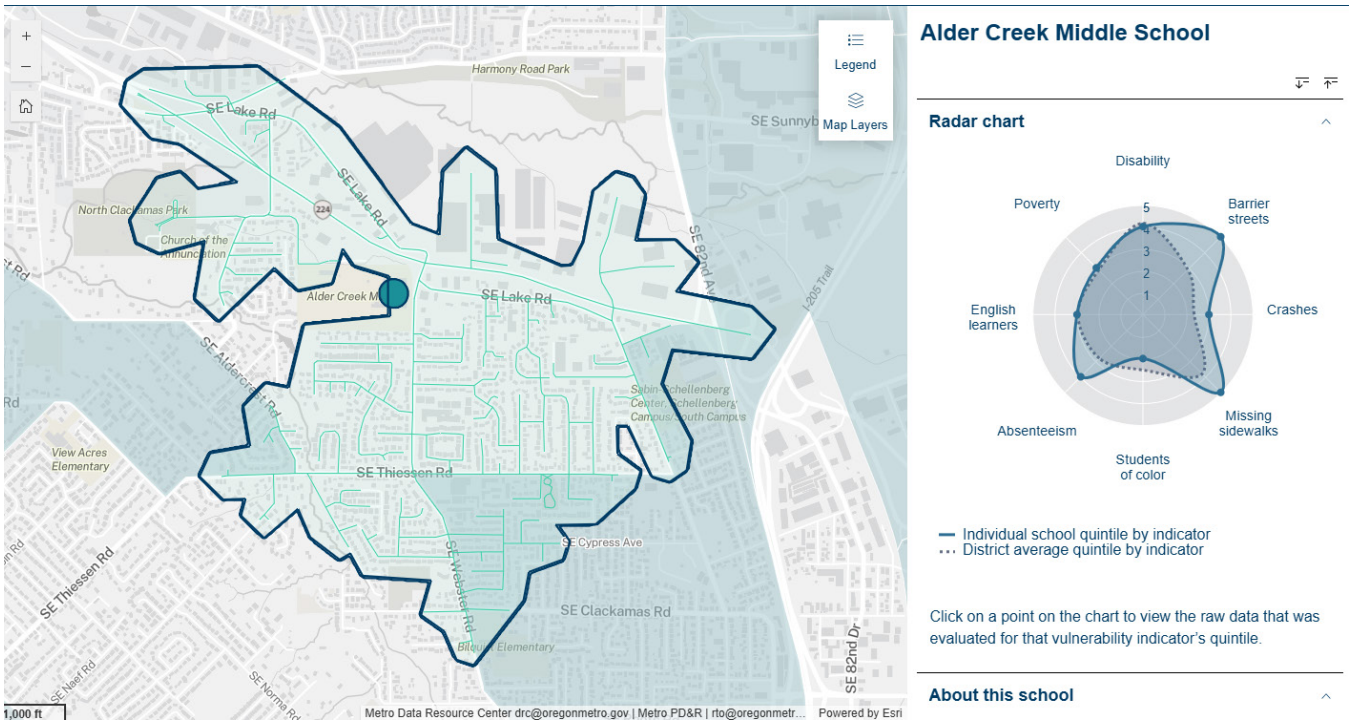

Figure 14. Image of Metro's Safe Routes to School Walkshed Analysis Tool

Get There Portland Metro Employer Mapping Application

The Get There Portland Metro Employer Mapping Application (**Figure 15**) limited-access inventory of employment sites and characteristics supports collaboration among RTO Commute Program partners. This tool presents an opportunity to track employer-related TDM performance metrics spatially, understand the distribution of commute benefit programs in relation to other spatial datasets, and prioritize employee-focused TDM programs and services based on industry type and local context.

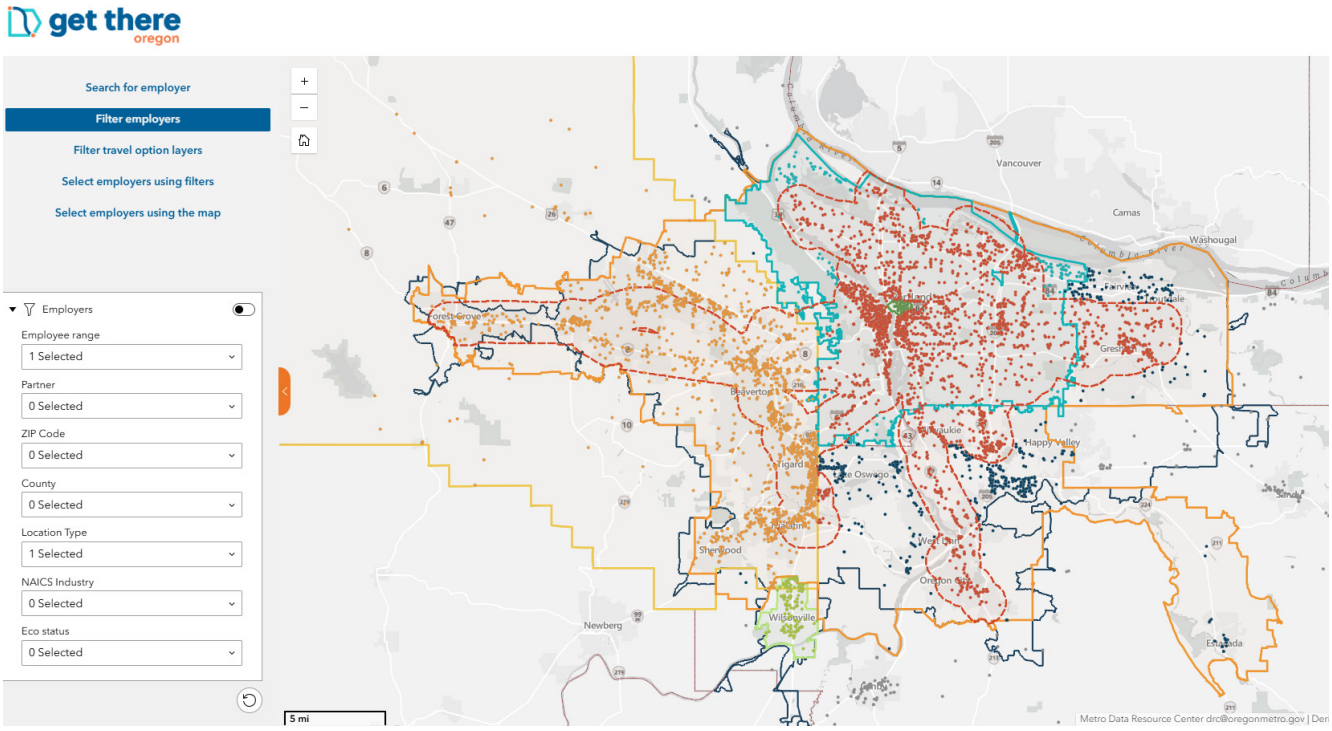

Figure 15. Image of Get There Oregon Employer Mapping Application

Oregon Travel Study

The Oregon Travel Study (OTS) provides detailed data on travel behavior and attitudes from more than 20,000 households statewide, including a week-long smartphone-based data collection for many participants. Data was collected between 2023-2024 and the study includes emerging topics included such as e-bikes and micromobility, ride-hailing, e-commerce, electric vehicles, and working from home. Insights derived from OTS can help RTO staff and partners identify shifts in travel behavior, assess post–COVID-19 trends, and identify opportunities for TDM strategies and investments. While not hosted by Metro, OTS includes Metro data analytics staff in its development and analysis and will inform the 2028 RTP update.

RTP Performance Targets

RTP performance targets provide a regional framework for tracking progress on system outcomes related to safety, access, reliability, and mode shift. Monitoring progress towards these targets enables the RTO program to identify gaps, prioritize TDM investments, and align programming with broader transportation system improvements – such as bicycle network completion, crash reduction efforts, and transit service enhancements.

Table 8 identifies RTP performance measures and targets that the RTO program and partners should monitor to assess programs, identify gaps, and inform TDM program design, prioritization, and service delivery.

Table 8. RTP Performance Targets to Monitor

RTP Performance Measure	RTP Performance Target Description
System completion	The RTP aims to complete the motor vehicle, transit, bicycle, trail, and pedestrian networks, with completion of bicycle, trail, and pedestrian networks by 2035.
System completion near transit	The RTP prioritizes completing the bicycle and pedestrian system near transit (relative to the regional average) in order to provide safe and convenient access to stations and stops.
Serious crashes	The RTP aims to eliminate transportation-related fatalities and serious injuries for all users of the region's transportation system by 2035 with a 16% reduction by 2020 (compared to 2015) and a 50% reduction by 2025.
Serious crashes and equity	The RTP aims to eliminate transportation-related fatalities and serious injuries for all users of the region's transportation system in equity focus areas with a 16% reduction by 2020 (compared to 2015), and a 50% reduction by 2025.
Safe system completion and equity	The RTP prioritizes completing the bicycle and pedestrian system in equity focus areas (relative to other communities) to provide safe streets for the most vulnerable travelers.
Access to jobs and equity	The RTP prioritizes improving access to jobs within equity focus areas (relative to other communities).
Access to options	The RTP aims to increase the share of households that are located near transit and bicycle or pedestrian facilities relative to the current base year.
System completion – job centers	The RTP prioritizes completing the bicycle and pedestrian system in job and activity centers (relative to the regional average) in order to provide safe and convenient options for short trips and connections to transit.

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Chapter 5: Metro RTO Work Program

As a key regional implementer of the Regional Transportation Demand Management (TDM) Strategy, Metro will develop a work program of implementation actions for the RTO program to advance the policies and strategies for which Metro is identified as having a role in Chapter 3. The work program will define near-term actions to be taken during the first three years following adoption of the Regional TDM Strategy and will be updated every three years over the ten-year duration of the strategy.

RTO Activity Types and Program Impact

The RTO program has four primary activity types, described in Chapter 1 and summarized below. The work program will identify specific actions within each activity type to advance the Regional TDM Strategy.

Grantmaking and 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 and Direct Services: Activities led directly by RTO staff through program development, implementation, and engaging directly with community.	Metro staff provide coordination, program delivery and technical assistance 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 and 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 and 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. This role will be important in advancing work identified in the Regional TDM Strategy, particularly Policy 1.

Additional RTO Work Program Elements

In addition to aligning the RTO work program with the policy and strategy framework outlined in Chapter 3, the following elements will inform its development:

- **Activities called for in other RTO plans**, including the 2022 RTO Racial Equity Strategy and Commute Program Action Plan.
- **Existing RTO program activities**, leveraging ongoing work by RTO partners and Metro staff, the RTO work program will prioritize, expand upon and adapt work already underway that is in alignment with the Regional TDM Strategy.
- **Needs and opportunities identified** in the 2025 Regional TDM Needs Assessment, including findings from the RTO Grant Program Evaluation and engagement conducted during Phase 1 of the Regional TDM Strategy development process (see Appendix B).
- **Ongoing engagement with partners** to refine implementation actions, both during Strategy development and following adoption, to identify near-term priorities to advance TDM in the region.

Priority Strategies for RTO Work Program

The following priority strategies are those in which Metro is designated as having a Lead or Develop role and are divided into near-term (initial three-year RTO Work program following Regional TDM Strategy adoption) or long-term (integrated into future RTO Work Program development). These strategies represent high-impact opportunities where Metro's RTO program can play a critical role in development or implementation, advancing regional mobility, climate and safety goals. While these are identified as priority strategies, the RTO Work Program will also include activities for all TDM Policies and Strategies for which Metro has an identified role in Chapter 3. The timeframe and specific actions needed for strategies where Metro has a Partner or Support roles are more dependent on collaboration with other key implementers. Many strategies will also advance through partner implementation funded by Metro's RTO grant program and therefore do not require an active role for Metro RTO staff to develop or lead implementation.

Table 9 identifies the near-term priority strategies for Metro's RTO program. These strategies were elevated as a high priority through engagement with decision-makers, the Regional TDM Strategy Technical Work Group, Metro staff, TDM practitioners, and the public.

Table 9. Near-Term Priority Strategies for RTO Work Program

Policy	Strategy #	Near-Term Priority Strategy Description
Policy 1: TDM Policy, Planning, and Funding	**1A**	Integrate TDM strategies into transportation system plans, pricing and parking programs, and major capital projects.
	1C	Establish consistent data collection methods to measure and report on the impact of regional TDM strategies.
	1D	Refine existing and develop new policies at the state, regional and local levels that support effective TDM implementation.
	1E	Develop and share regional tools, guidance and resources that improve access to travel options and TDM services for a variety of audiences including community members, schools, employers and local planners.
Policy 2: Financial Incentive Programs	**2A**	Improve access to and streamline administration of transit pass programs that reach employees, residents and students.
	2D	Expand programs that reduce the cost of bicycles and scooters through earn-a-bike programs, vouchers, and subsidies
Policy 3: Place and Event-Based Programs	**3A**	Design TDM programs that provide targeted support for travelers and workers at high-demand locations.
Policy 4: Community Centered and Inclusive TDM Programs	**4D**	Advance education efforts that teach children and adults how to ride a bike.
	4B	Invest in community-identified solutions that advance personal safety and security while traveling in public spaces.
	4E	Enhance and expand partnerships between TDM service providers and culturally specific organizations.
Policy 5: Adaptive and Resilient TDM Programs	**5B**	Promote employer TDM strategies that support a variety of work schedules and adapt to reflect changing workforce travel norms, with a focus on workers who do not have remote options.
	5D	Advance a sustainable, regionally coordinated vanpool program that is positioned to receive and distribute federal and/or state vanpool subsidies.

Table 10 identifies the long-term priority strategies where further coordination or preparation may be needed prior to implementation.

Table 10. Long-Term Priority Strategies for RTO Work Program

Policy	Strategy #	Long-Term Priority Strategy Description
Policy 1: TDM Policy, Planning, and Funding	**1B**	Implement stable, ongoing funding for local and regional TDM programs.
Policy 2: Financial Incentive Programs	**2C**	Research and pilot new incentive programs that encourage mode shift and support existing travel options users.
	2D	Expand programs that reduce the cost of bicycles and scooters through earn-a-bike programs, vouchers, and subsidies
Policy 3: Place and Event-Based Programs	**3D**	Develop a coordinated approach to improve micromobility parking and storage, prioritizing secure storage at multifamily housing and parking at key destinations.

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Chapter 6 TDM Funding and Investment

Chapter 6 provides an overview of how Metro's transportation demand management (TDM) program is currently funded, additional existing resources for TDM in the region through discretionary grant programs, and considerations for future funding for TDM – including examples at the local level that could be replicated.

Federal Funding for Regional TDM

Funding for Metro's Regional Travel Options (RTO) program comes through an allocation of Regional Flexible Funds (RFFA), which are federal surface transportation funds – namely the Federal Highway Administration's (FHWA) surface transportation block grant (STBG), transportation alternatives (TA) set-aside, and congestion mitigation and air quality (CMAQ) – that Metro receives and allocate in its function as a metropolitan planning organization (MPO).

To facilitate program implementation, Metro requests that some of the STBG funds it receives via the Regional Flexible Funds Allocation (RFFA) instead be flex transferred from FHWA to FTA because the nature of the activities fit better within FTA's grant portfolio.

Metro's Regional Travel Options program funds are usually "flexed" from FHWA surface transportation block grant funds to Federal Transit Fund (FTA) 5307 funds, under the Mobility Management program that is an eligible activity within FTA 5307 funding. Mobility Management is aimed at managing and delivering transportation services with a focus on coordination of these services and providers to achieve a more efficient transportation system.

The most recent RFFA allocated funds for the years 2028 through 2030, setting up the next phase of RTO funding through 2030 with approximately $12.1 million as a RFFA 'Step 1' program (**$4 million annually**). RFFA "Step 1" refers to the initial phase of the RFFA process, which is used by Metro to allocate federal funding to support regionally significant programming and planning activities that advance federal, state, and regional goals for creating a multimodal transportation system.

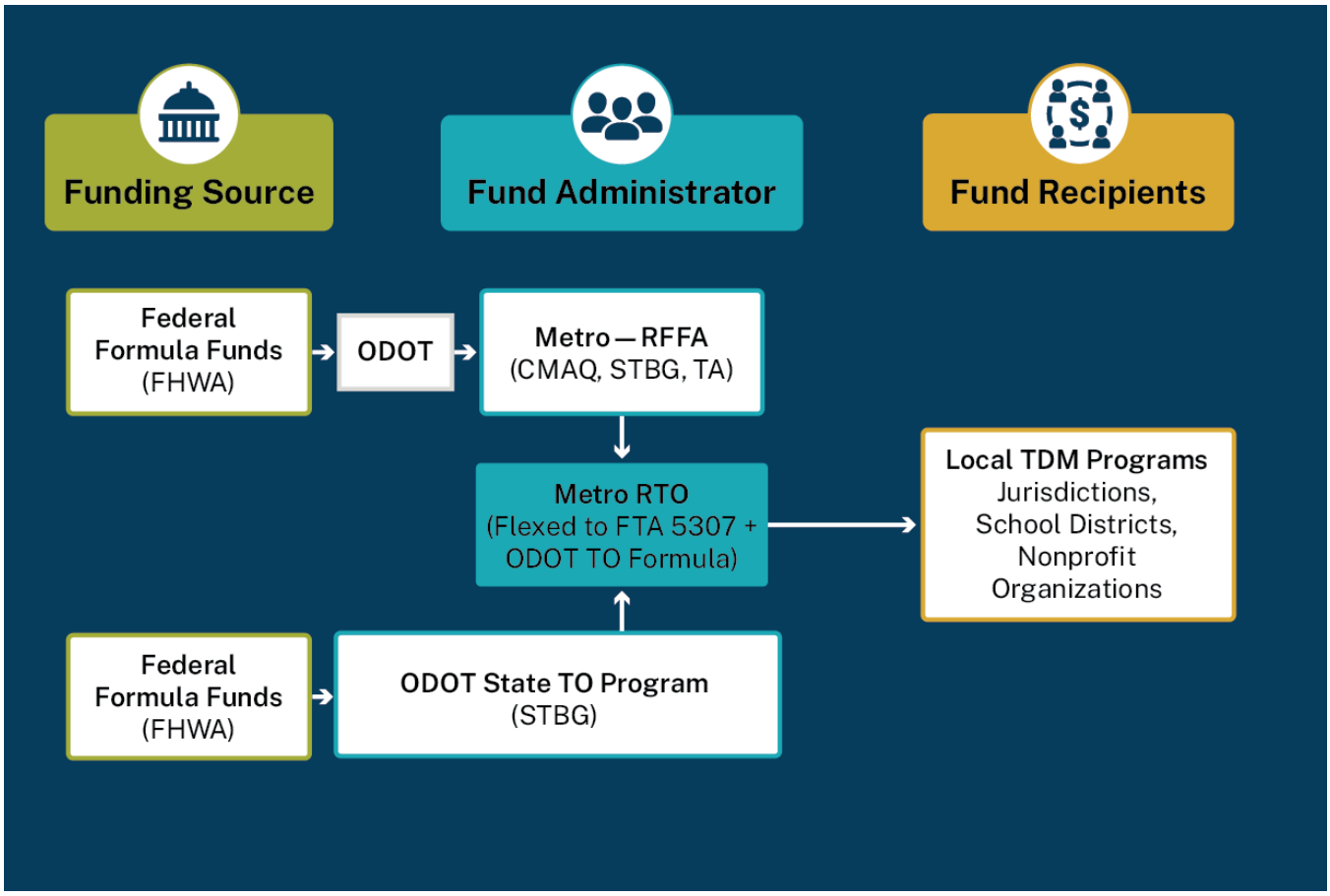

Figure 16. Diagram of Federal Funding for TDM in the Greater Portland Region

In addition, Oregon Department of Transportation's statewide Transportation Options program utilizes state allocated STBG funds to support implementation of Get There Oregon, and to Metro to support implementation of Get There Portland Metro – the greater Portland area's commute benefit support program. Metro provides direct program implementation as well as distribution of ODOT TO funds through regional commute service providers. The current level of funding to the Metro region from the state TO funds is approximately **$292,181 annually.**

Discretionary Grant Programs for TDM

Outside of Metro's RTO program, there are several state and local funding programs that can support TDM in the region. While these programs fund a variety of project types, they are competitively selected and may fund projects in one specific jurisdiction or statewide. There are examples of successful TDM programs funded by each source.

Safe Routes to School (SRTS) Education (Non-Infrastructure) Grants

ODOT offers three different types of Safe Routes to School (SRTS) Education grants for all levels of experience with SRTS outreach and engagement. These grants are available through a competitive process, which currently opens every two years. Eligible entities include local government and tribal agencies, nonprofit organizations and school districts. ODOT also provides a Construction Grant solicitation process for services through ODOT's Construction Program. This branch of the ODOT SRTS program provides grants for infrastructure, engineering technical assistance, planning technical assistance, and traffic gardens.

Safety Education Grants

The ODOT Transportation Safety Office (TSO) provides grant funding at the state and community level for data-driven initiatives that will help the state achieve its traffic safety goals of eliminating death and serious injuries resulting from motor vehicle crashes. ODOT TSO sets aside a portion of funding to support basic and operational projects that help different agencies and groups work together to improve traffic safety across the state. The remaining funds are distributed through a competitive grant process. Organizations that are eligible to apply include cities, counties, MPOs, school districts, Tribes, local political subdivisions, government entities, and nonprofits.

Transportation and Growth Management (TGM) Grants

The Transportation and Growth Management Program is a joint effort between ODOT and the Department of Land Conservation and Development. The program typically awards between $2 and $2.5 million statewide per year to help local communities increase opportunities for transit, walking, and bicycling. TGM grants have a specific category for Transportation System Planning, supporting local communities to implement Oregon Transportation Planning Rule – and TDM plans are a required component. Projects are selected on a competitive basis within each of the five ODOT regions, with funding available in metropolitan areas for communities with 10,000 or fewer people.

Portland Clean Energy Community Benefits Fund

The Portland Clean Energy Community Benefits Fund was created by voter initiative in 2018. It is funded by a 1% surcharge on the Portland sales of large retailers with $1 billion in national sales and $500,000 in local sales. Revenue from the surcharge—about $200 million a year—is invested in projects and programs that support clean energy, transportation decarbonization, green infrastructure, and climate-related workforce development. The transportation decarbonization fund currently supports existing PBOT TDM programs as well as community-based organizations through their competitive grant program.

Considerations for Future TDM Funding

State Funding

The future of transportation funding in Oregon faces significant uncertainty with new revenue sources needed to address funding shortages to avoid reductions in transit service and the ability to maintain existing assets.

Many sources of state transportation funding are tied to roadway improvements only, due to restrictions in spending of funding mechanisms that go into Oregon's State Highway Fund – which is part of Oregon's Constitution[9]. As such, only some mechanisms included in any transportation funding proposal may be eligible for TDM, limiting the potential ways for TDM to be integrated into proposed bills at the state level.

Simultaneously, Oregon's recently developed Innovative Mobility Program, which provided dedicated funding to increase access to public and active transportation for historically underserved communities and supported TDM efforts across the state, is sunsetting as its primary funding source was through IIJA.

As Oregon continues to seek stable funding for transportation needs in the state, there maintains opportunity to integrate TDM into funding discussions as a cost effective and community supported approach to managing demand and meeting statewide climate, equity and safety goals. TDM practitioners should continue to engage in funding conversations at the state level.

[9] Article IX, section 3a of the Oregon Constitution specifies that highway revenues must be used "exclusively for the construction, reconstruction, improvement, repair, maintenance, operation and use of public highways, roads, streets and roadside rest areas in the state" with further Oregon Supreme Court rulings that State Highway Funds must be used for highway purposes that primarily and directly facilitate motorized vehicle travel.

Regional Funding

While the federal funding that the region currently dedicates to TDM is unlikely to see significant increases, there are a few opportunities to integrate TDM into other regional funding mechanisms that have been considered in the past and may become an opportunity again in the future:

- In 2020, Metro developed a regional ballot measure proposal to fund major transportation investments. The measure included a few TDM elements, including Safe Routes to School and youth transit pass subsidies. There is an opportunity for TDM to be integrated into new funding proposals at the regional level – and the Regional TDM Strategy sets the stage for a more coordinated approach.
- Congestion pricing is a funding mechanism where revenue generated by charging vehicles for entering congested zones or during peak hours is strategically reinvested to fund travel options. Metro's RTP identifies pricing as an important strategy for the region and provides step-by-step guidance for agencies developing pricing programs. That includes the recommendation that revenue from pricing should be dedicated to mode shift and single-occupancy vehicle reduction programs such as commuter credits, transit subsidies, bikeshare or micromobility subsidies, and carpool or vanpool benefits programs. The RTP identifies step-by-step guidance for agencies developing pricing programs.

Local Funding

With uncertainties at the federal and state level, and unprecedented inflation making current projects increase in cost, many local jurisdictions are looking to new revenue sources to fund transportation projects and programs that could have greater flexibility and stability. In addition, as identified in the Regional TDM Strategy, local leadership in TDM is critical for both planning for TDM and implementation of programs.

Local Funding Example: Transportation Wallet

In Portland's Central Eastside and Northwest Parking Districts, parking permit surcharge fees fund the Transportation Wallet program that allows residents to opt out of their parking permit and instead receive a collection of passes and credits to use on transit, bike-share and e-scooters – or purchase the wallet at a discounted rate.

Currently, some TDM programs in the Metro region are funded through local discretionary funds as well as programs tied to impact mitigation. There is opportunity to expand the use of these local sources to fund TDM with the development of new parking districts or expand these models into additional jurisdictions in the region. Some examples of existing local sources of funding used for TDM in the region include:

- Parking revenue is an ideal TDM funding source since it can be strategically redirected to encourage the use of travel options. A highly effective mechanism for ensuring these funds support TDM is the creation of a Parking Benefit District, which dedicates meter revenue back into the immediate neighborhood that generated it, funding local TDM programs, pedestrian safety improvements, and streetscape enhancements.
- TDM Ordinances at the local level can set requirements for developers of new multi-family, mixed use, commercial sites or existing employers of a certain size, to implement a TDM Plan and/or pay a fee or pay directly for the TDM services provided to their employees or visitors (i.e., in San Mateo County some jurisdictions have required developments to take part in a shuttle program and pay for 25% of the service set up and ongoing operations).

- As local jurisdictions build out their project lists for inclusion in their TSP or the RTP, TDM should be included as a key implementation action that is integrated into the project's budget and scope – particularly TDM Supportive Design and Infrastructure. As local jurisdictions consider new funding mechanisms for capital projects, TDM could be an eligible cost depending on the source of funding.
- Washington County funds the Major Streets Transportation Improvement Program (MSTIP) through an allocation of countywide property tax revenues. While this primarily funds capital projects, MSTIP developed an 'Opportunity Fund' to help leverage local dollars for additional resources for the region. This fund has provided matching funds for local TDM efforts.
- Major destinations and high demand, event-based locations could play a role in providing resources for TDM programs. In addition to exploring the use of parking fees, this could include ticket-based visitor fees, or event-related funding that could support travel options directly and may offer a path toward more sustainable and self-supporting programs at these locations.

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