



Metro

Oregon  
Department  
of Transportation

## Metro/ODOT Regional Mobility Policy Update Work Plan

*A joint effort between Metro and the Oregon Department of Transportation will update the way the region defines mobility and measures success for our transportation system.*

This Work Plan defines the project purpose, objectives, background and major tasks to be completed by Metro and the Oregon Department of Transportation (ODOT) with the support of a Consultant in the time period between January 1, 2020 and Fall 2021.

This work plan was shaped by and builds on significant engagement and technical work completed during the project scoping phase from April to December 2019, including stakeholder interviews and background research conducted by the Transportation Research and Education Consortium (TREC) housed within Portland State University (PSU).

### Project purpose

The purpose of this project is to:

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

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

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

### Project objectives

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

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

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

1. Advance the region's desired outcomes and local, regional and state efforts to implement the 2040 Growth Concept and 2018 RTP policy goals for advancing equity, mitigating climate change, improving safety and managing congestion.
2. Support implementation of the region's Climate Smart Strategy, the Statewide Transportation Strategy for Reducing Greenhouse Gas Emissions and related policies.
3. Provide a clear policy basis for management of and investment in the throughway<sup>1</sup> and arterial system to better manage growing motor vehicle congestion in the region in order to maintain interstate and statewide mobility on the throughway system while providing for intra-regional mobility and access by transit, freight and other modes of travel on the arterial roadway system and other modal networks.
4. Develop a holistic alternative mobility policy and associated measures, targets, and methods for the Portland region that focuses on system completeness for all modes and system and demand management activities to serve planned land uses. The updated policy will:
  - a. Clearly and transparently define and communicate mobility expectations for multiple modes, users and time periods, and provide clear targets for local, regional and state decision-making.
  - b. Provide mobility equitably and help eliminate disparities historically marginalized communities<sup>2</sup> face in meeting their travel needs.
  - c. Address all modes of transportation in the context of planned land uses.
  - d. Be innovative and advance state of the art practices related to measuring multimodal mobility.
  - e. Use transportation system and demand management to support meeting mobility needs.
  - f. Help decision-makers make decisions that advance multiple policy objectives.
  - g. Address the diverse mobility needs of both people and goods movement.
  - h. Balance mobility objectives with other adopted state, regional and community policy objectives, especially policy objectives for land use, affordable housing, safety, equity, climate change and economic prosperity.<sup>3</sup>
  - i. Distinguish between throughway and arterial performance and take into account both state and regional functional classifications for all modes and planned land uses.
  - j. Evaluate system completeness and facility performance for all modes to serve planned land uses as well as potential financial, environmental, greenhouse gas and community impacts of the policy, including impacts of the policy on traditionally underserved communities and public health.
  - k. Recognize that mobility into and through the Portland region affects both residents across the region and users across the state, from freight and economic perspectives, as well as access to health care, universities, entertainment and other destinations of regional and statewide importance.
  - l. Be financially achievable.

<sup>1</sup> Throughways are designated in the 2018 RTP and generally correspond to Expressways designated in the OHP.

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

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

- m. Be broadly understood and supported by federal, state, regional and local governments, practitioners and other stakeholders and decision-makers, including JPACT, the Metro Council and the Oregon Transportation Commission.
- n. Be legally defensible for implementing jurisdictions.
- o. Be applicable and useful at the system plan, mobility corridor and plan amendment scales.

**Project requirements and considerations**

The project will address these requirements and considerations:

1. Comply with federal, state and regional planning and public involvement requirements, including Oregon's Statewide Planning Goals, ORS 197.180, the process set forth in OHP Policy 1F3 and associated Operational Notice PB-02.
2. Consider implications for development review and project design.
3. Consider implications for the region's federally-mandated [congestion management process](#) and related performance-based planning and monitoring activities.
4. Coordinate with and support other relevant state and regional initiatives, including planned updates to the Oregon Transportation Plan and Oregon Highway Plan, ODOT Region 1 Congestion Bottleneck and Operations Study II (CBOS II), ODOT Value Pricing Project, Metro Regional Congestion Pricing Study, Metro Regional Transportation System Management and Operations (TSMO) Strategy update, jurisdictional transfer efforts and Metro's update to the 2040 Growth Concept.
5. Document data, tools and methodologies for measuring mobility.
6. Provide guidance to jurisdictions on how to balance multiple policy objectives and document adequacy, i.e. consistency with the RTP and OHP, in both transportation system plans (TSPs) and plan amendments, when there are multiple measures and targets in place.
7. Recommend considerations for future local, regional and state actions outside the scope of this project to implement the new policy and to reconcile differences between the new system plan and plan amendment measures and targets and those used in development review and project design.

## Background

The greater Portland area is a region on the move – and a region that is rapidly growing. More than a million people need to get to work, school, doctor’s appointments, shopping, parks and home again each day. The Portland region is the economic engine of the state and main hub for products made from all corners of the state to be exported to domestic and international markets. The region’s transportation system provides statewide and regional access to the state’s largest airport and marine port and provides critical connections to major industrial areas, intermodal facilities and recreational, healthcare and cultural destinations that attract visitors from the entire state.

With a half-million more people expected to be living in the region by 2040, the significant congestion we experience today is expected to grow. As congestion grows, vehicle trips take longer and are less predictable, which impacts our quality of life and the economic prosperity of the region and state. It’s vital to our future to have a variety of safe, equitable, affordable, and reliable options for people to get where they need to go – whether they are driving, riding a bus or train, biking, or walking. Moreover, growing congestion in the Portland area is affecting the ability of businesses statewide and out of state to move goods through the region and to state and regional intermodal facilities and in the Portland area.

In December 2018, JPACT and the Metro Council adopted a significant update to the Regional Transportation Plan (RTP) following three years of extensive engagement with community members, community and business leaders, and state, regional and local partners. Through the engagement that shaped the plan, Metro heard clear desires from policymakers and community members for safe, equitable, reliable and affordable transportation options for everyone and every type of trip.

Reasons Metro and ODOT are working together to update the current mobility policy include:

- **The greater Portland region cannot meet the current mobility targets and standards as they are now set in the 2018 RTP and Oregon Highway Plan (OHP).** As the region continues to grow in population, jobs, travel and economic activity, and continues to focus growth in planned mixed-use and employment centers and urban growth boundary expansion areas, there will be increasing situations in which the current RTP and OHP mobility targets and standards cannot be met.
- **The 2018 RTP failed to meet the current policy, particularly for the region’s throughway system,** triggering the need to consider alternative approaches for measuring and addressing mobility and transportation system adequacy under state law.
- **Congestion on Portland area throughways<sup>4</sup> is impacting economic competitiveness for the region and entire state and is of regional and statewide concern.**<sup>5</sup> Clear performance expectations for the entire system are needed to provide a policy basis for management of and investment in the throughway system to maintain interstate and statewide mobility for people and goods.
- **Cities and counties are increasingly unable to meet the current policy or pay for needed transportation investments.** This is especially true in planned urban growth areas and in new urban growth boundary expansion areas that require plan amendments and zoning changes. The OHP establishes the volume-to-capacity (v/c) measure as a standard for plan amendments.

<sup>4</sup> See definition in footnote 1.

<sup>5</sup> [\*One Oregon: A Vision for Oregon’s Transportation System\*](#), Transportation Vision Panel Report to Governor Kate Brown, May 2016.

- **The current policy focuses solely on motor vehicles** and does not adequately measure mobility for people riding a bus or train, biking, walking or moving goods, nor does it address important concepts such as reliability, system completeness, system and demand management strategies or access to destinations.
- **The current policy has led to planned and constructed transportation projects that are increasingly more expensive and that may have undesirable impacts** on land use, housing, air quality, climate, public health and the natural environment, conflicting with local, regional and state goals.
- **ODOT will begin updating Oregon Transportation Plan (OTP) and Oregon Highway Plan (OHP) next year** – this provides an opportunity to coordinate both efforts and to help inform the statewide efforts.

The development of alternative mobility targets and standards must address the requirements of the Oregon Highway Plan, Policy 1F, Action 1F3, consistent with the guidance provided in Operational Notice PB-02, Alternative Mobility targets.

Excerpt from OHP Policy 1F, Action 1F.3

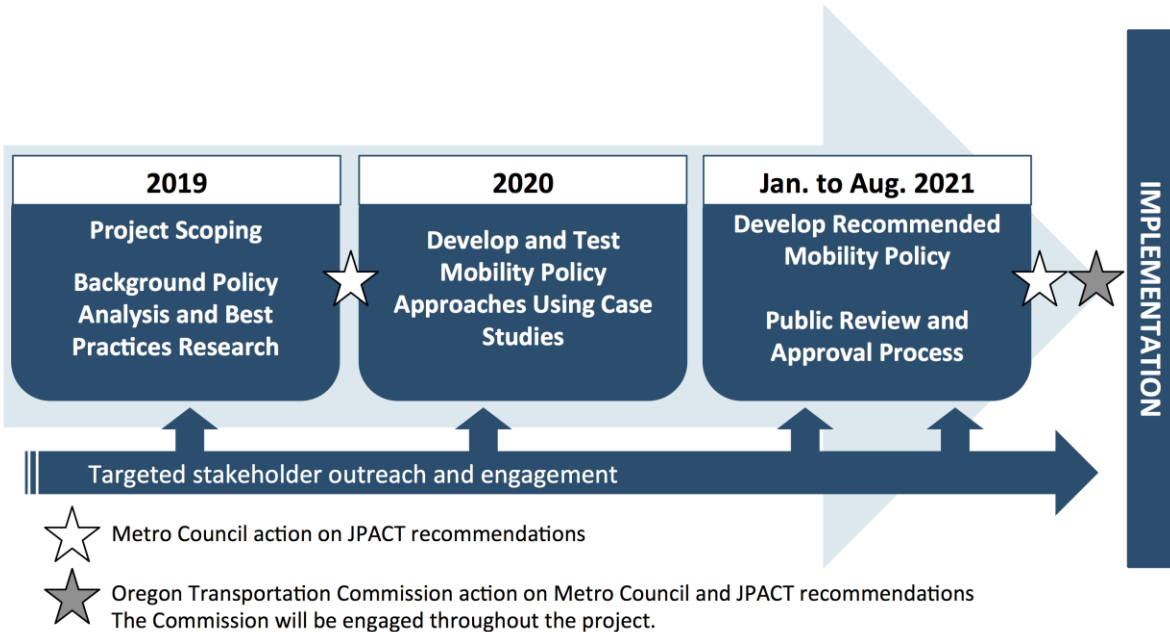
*“In the development of transportation system plans or ODOT facility plans, where it is infeasible or impractical to meet the mobility targets in Table 6 or Table 7, or those otherwise approved by the Oregon Transportation Commission, ODOT and local jurisdictions may explore different target levels, methodologies and measures for assessing mobility and consider adopting alternative mobility targets for the facility. While v/c remains the initial methodology to measure system performance, measures other than those based on v/c may be developed through a multi-modal transportation system planning process that seeks to balance overall transportation system efficiency with multiple objectives of the area being addressed...”*

Adoption of alternative mobility targets by the Oregon Transportation Commission constitutes a major amendment to the Oregon Highway Plan and as such must follow the requirements in the State Agency Coordination (SAC) program under “Coordination Procedures for Adopting Final Modal System Plans.” This effort will address all required consultation, coordination, public involvement and documentation requirements.

## Project timeline

The planning effort started in 2019, and will be completed between January 2020 and August 2021.

### Anticipated timeline for updating mobility policy for Portland region



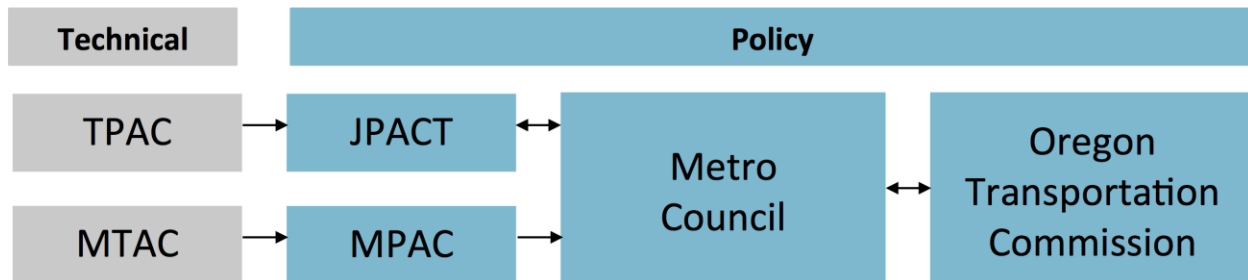
Beginning in Spring 2019, the **first phase** consisted of engaging local, regional, state, business and community partners to shape this work plan and supporting public engagement plan. During this phase, TREC/PSU researchers conducted background research to provide a foundation of information that will help develop a shared foundation of understanding of the current status of RTP and OHP mobility measures for the Portland area, their history and uses in the region and potential options for new mobility measures, targets and standards for application during regional and local transportation system planning and evaluation of local plan amendments. This phase concluded in December 2019 following JPACT and Council approval of the work plan and public engagement plan for the mobility policy update.

The **second phase** is anticipated to occur throughout 2020 and will include sharing key findings from the TREC/PSU research, development of criteria for evaluating and selecting potential measures for testing through case studies, identifying case study locations and conducting an analysis of the case studies. Key findings from the case study analysis will be reported in at the beginning of the third, and final, phase in 2021.

During the **third phase**, from January to June 2021, the region will work together to develop and recommend an updated mobility policy and an action plan for implementation of the updated policy for consideration by JPACT and the Metro Council in August 2021.

### Decision-making process and roles

Recommendations prepared through this project will have a variety of review paths prior to being considered for approval by different decision-making bodies.



For deliverables identified for review in the engagement process, these are the primary venues:

**Metro Technical Advisory Committee (MTAC):** Makes broader technical recommendation to MPAC

**Transportation Policy Alternatives Committee (TPAC):** Makes technical transportation recommendation to JPACT

**Metro Policy Advisory Committee (MPAC):** Makes broader policy recommendation to Metro Council

#### Decision-makers

**Joint Policy Advisory Committee on Transportation (JPACT):** Makes transportation policy recommendation to Metro Council on RTP policy and implementation recommendations and proposed amendment to Oregon Highway Plan Policy 1F (Table 7 and related policies for the state-owned facilities in the Portland region)

**Metro Council:** Considers MPAC and JPACT policy recommendations and must concur with JPACT in reaching final action

**Oregon Transportation Commission (OTC):** Considers Metro Council recommendation on proposed amendments to Oregon Highway Plan Policy 1F (Table 7 and related policies for the state-owned facilities in the Portland region) that incorporates updated mobility policy

All meetings are open to the public and include opportunities for public testimony. In addition, summary reports of public outreach and information gathered from engagement activities will be shared with advisory committees and decision-makers in a variety of ways to ensure they have opportunity to contemplate and fully consider stakeholder and public input. More information about stakeholders and planned engagement activities can be found in the Regional Mobility Policy Update Stakeholder and Public Engagement Plan.

Decisions (and direction) anticipated

☆	<b>December 2019</b>	Metro Council and JPACT consider approval of work plan and public engagement plan
	<b>June 2020</b>	Metro Council and JPACT provide policy direction on measures to be tested
	<b>March 2021</b>	Metro Council and JPACT provide policy direction on development of staff recommendation for updated regional mobility policy and local, regional and state action plan to implement recommended policy
☆	<b>June – Aug. 2021</b>	Metro Council and JPACT consider approval of updated regional mobility policy and implementation recommendations and proposed amendments to Oregon Highway Plan Policy 1F (Table 7 and related policies for the state-owned facilities in the Portland region) that incorporate updated mobility policy
★	<b>TBD</b>	Oregon Transportation Commissions considers approval of Metro Council recommendation on proposed amendments to Oregon Highway Plan Policy 1F (Table 7 and related policies for the state-owned facilities in the Portland region) that incorporate updated mobility policy following the State Agency Coordination agreement process <sup>6</sup>

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<sup>6</sup> Oregon Revised Statutes [197.180](#)



## Summary of Key Tasks and Anticipated Schedule

Task		Anticipated Schedule
<b>Task 1</b>	<b>Project Management and Agency Coordination</b> Project management and agency coordination activities necessary to implement this Work Plan and supporting Stakeholder and Public Engagement Plan, manage project organization and delivery of products in a timely and effective manner and enable effective coordination and collaboration.	Jan. 2020 to Aug. 2021
<b>2020</b>		
<b>Task 2</b>	<b>Illustrate Current Approaches (Strengths and Weaknesses)</b> Illustrate “on-the-ground” examples of applications of the current v/c measure and targets. The examples will cover a range of regional facilities (throughways and arterials), 2040 Growth Concept land use types, geographies and availability of travel options. The purpose of the illustrative examples is to identify strengths and weaknesses of the current policy, to be addressed with the updated regional mobility policy. This task includes development of initial evaluation criteria for assessing strengths and weaknesses that will be further refined in Task 6.	Jan. to March 2020
<b>Task 3</b>	<b>Report on 2018 RTP Mobility Performance</b> Document performance of 2018 RTP transportation system (2015 base year and 2040 Constrained networks) for all modes to identify where the region is meeting its mobility goals or falling short, and why it is not feasible to meet current mobility targets in the OHP and RTP. Consistent with <a href="#">ODOT Operational Notice PB-02</a> , the performance documentation will describe existing and future performance at the system plan and mobility corridor levels, distinguishing between arterials and throughways. Performance measures include: traffic conditions, duration of congestion, system completeness (gaps), fatal and serious injury crashes, mode share, transit reliability/delays, average travel times across modes, accessibility to jobs and community places across modes (and comparing households in equity focus areas and households outside of equity focus areas) and average trip length. The documentation will also qualitatively describe other trends that may affect travel in the region, but are not able to be modeled or quantitatively estimated, such as autonomous vehicles, use of ridehailing and other new modes/mobility services and teleworking.	Jan. to March 2020
<b>Task 4</b>	<b>Report on Best Practices Assessment (approaches and measures)</b> Use the best practices review information compiled by the PSU TREC researchers in the scoping phase to illustrate “on-the-ground” examples of the most promising “best practices” measures and approaches for consideration in updating the regional mobility policy. Identify key lessons learned from their application locally and in other states and regions, considering Oregon’s unique legal framework. Recommend potential new policy approaches and related measures as well as improvements to current policy approaches and related measures for consideration in Task 6.	Jan. to March 2020

Task		Anticipated Schedule
<b>Task 5</b>	<b>Identify Case Study Locations</b> Work with TPAC and MTAC to identify and select case study locations. The case study locations may draw from examples identified in Task 2. The process for selecting case study locations will include selecting plan amendment case study locations first, and then selecting mobility corridor geographies that encompass the plan amendment case study locations to allow for leveraging data and analysis to the extent possible and consideration of the relationship between system planning and plan amendment analysis needs. The case study locations will use selected 2018 RTP mobility corridor geographies and distinguish between arterials and throughways designated in the RTP. The case studies will test potential measures identified in Task 6 at system plan, mobility corridor and plan amendment scales and consider their applicability at the development review and project design scales.	April to June 2020
<b>Task 6*</b>	<b>Develop Criteria and Select Potential Mobility Measures for Testing</b> Refining evaluation criteria developed in Task 2, develop and select criteria to evaluate existing and potential measures. The assessment of measures in this task will inform selection of measures to carry forward for testing in Task 7. The project team will seek feedback and direction from JPACT, the Metro Council and the Oregon Transportation Commission on the draft criteria and measures selected for testing.	April to Sept. 2020
<b>Task 7</b>	<b>Conduct Case Study Analysis and Prepare Findings</b> Evaluate potential mobility measures identified in Task 6 at case study locations identified in Task 5 to illustrate potential approaches for application at the system plan, mobility corridor and plan amendment scales. The case study analysis will compare the current mobility policy approach to other new potential approaches and measures being tested. The findings will describe consistency with the evaluation criteria identified in Subtask 6.3 as well as the potential impacts of the policy approaches tested on addressing regional priorities outlined in the 2018 RTP: addressing climate change, managing congestion, improving safety and addressing equity by reducing disparities experienced by communities of color and lower income households.	Sept. to Dec. 2020
<b>2021</b>		
<b>Task 8*</b>	<b>Develop Recommended Mobility Policy for the for RTP and Proposed Amendments to OHP Policy 1F</b> Use the findings prepared in Task 7 to develop a recommended mobility policy for the RTP and proposed amendments to Policy 1F of the OHP, including measures, targets, data, methodologies and processes (e.g., documentation of findings) for the Portland metropolitan planning area. The recommended Regional Mobility Policy will be transferrable to local governments and ODOT and will support planning and analysis for future RTP and TSP updates, plan amendments subject to 0060 of the TPR,	Jan. to May 2021

Task		Anticipated Schedule
	system performance monitoring activities and other relevant planning activities in the Portland region. <sup>7</sup>	
<b>Task 9</b>	<p><b>Develop Local, Regional and State Action Plan to Implement Recommended Mobility Policy</b></p> <p>Develop matrix of actions and proposed timeline recommended to implement the updated mobility policy through local, regional and state plans, standards, guidelines and best practices. This task will identify data and tool needs to support analysis and monitoring activities. This task will develop guidance to jurisdictions on how to balance multiple policy objectives and document adequacy, i.e. consistency with the RTP and OHP, in both transportation system plans (TSPs) and plan amendments, when there are multiple measures and targets in place. This task will recommend considerations for future local, regional and state actions outside the scope of this project to implement the new policy and to reconcile differences between the new system plan and plan amendment measures and targets and those used in development review and project design.<sup>5</sup></p>	Jan. to May 2021
<b>Task 10*</b>	<p><b>Conduct Public Review and Refinement Process</b></p> <p>Seek feedback on Public Review Drafts developed in Tasks 8 and 9 through a 45-day public review and comment period with two public hearings. Additional refinements will be recommended to address feedback received during the public comment period.</p>	June to Aug. 2021
<b>Task 11*</b>	<p><b>Conduct Approval Process</b></p> <p>Prepare final documents and findings for consideration by JPACT and the Metro Council, including a Metro resolution and ODOT staff report, with updated regional policy, including recommended alternative performance measures and targets, recommended analysis data and methods, recommended plan amendments and updates needed to implement new policy in state, regional and local plans and codes. The project team will seek approval of final recommendations for updating the mobility policy by JPACT and the Metro Council. If approved by JPACT and the Metro Council, the recommended amendments to Policy 1F of the Oregon Highway Plan for the Portland metropolitan planning area and supporting ODOT staff report will be forwarded to the OTC for consideration.</p>	June to Aug. 2021

\* Key tasks that will include seeking feedback and direction from JPACT, the Metro Council and the Oregon Transportation Commission.

<sup>7</sup> A Discussion Draft will be prepared for review by Metro's regional technical and policy advisory committees, the Metro Council and the Oregon Transportation Commission. A Public Review Draft will be prepared that incorporates feedback received on the Discussion Draft. The Public Review Draft will be available for broader public and stakeholder review during the 45-day public comment period in Task 10.