



REGIONAL MOBILITY POLICY UPDATE

# Scoping Engagement Report

*A summary of engagement activities conducted by Metro and the Oregon Department of Transportation (ODOT) in support of updating the mobility policy for the Portland region*

**November 2019**



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**Project web site:** [oregonmetro.gov/mobility](http://oregonmetro.gov/mobility)

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  - City of Tigard staff
  - Clackamas County, Washington County and Multnomah County Public Health staff

A separate [stakeholder interviews report](#), prepared by JLA Public Involvement, summarizes the key themes and findings from the interviews in more detail.

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## PURPOSE AND BACKGROUND

Metro and the Oregon Department of Transportation (ODOT) are working together to review and revise the policy on how the region defines and measures mobility in regional and local transportation system plans (TSPs) and during the local plan amendment process in the Portland area.

Scoping is an early phase of project management that helps the project team and decision-makers hear from stakeholders about what should be included in a project and how to define success. The scoping phase for updating the mobility policy for the Portland area occurred from April through October 2019.

This report documents the engagement activities conducted by Metro and ODOT during the scoping phase and summarizes feedback received. This feedback shaped the draft work plan and the draft engagement plan that is under consideration by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council to guide the update.

### Background on the regional mobility policy update

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 also 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.



Find out more about the regional mobility policy update at [oregonmetro.gov/mobility](https://oregonmetro.gov/mobility).

With a half-million more people expected to live in the Portland area by 2040, 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're driving, riding a bus or train, biking, walking or moving goods. 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 other destinations in the Portland area.

In December 2018, JPACT and the Metro Council adopted a significant update to the RTP following three years of extensive engagement that included over 19,000 touch points with community members, community and business leaders, and local, regional, state and federal partners. Through the extensive engagement that shaped the plan, Metro heard clear desires from partners and community members for safe, reliable, healthy and affordable transportation options for everyone and every type of trip.

During the RTP update, Metro and ODOT agreed to work together to update the “interim” 20-year old mobility policy for the greater Portland region in both the 2018 RTP and Oregon Highway Plan Policy 1F. The need for this project was identified in 2018 RTP in part because the plan failed to meet state requirements for demonstrating consistency with the Oregon Highway Plan Highway Mobility Policy (Policy 1F) under the current mobility targets for the region.

Built around key values of equity, climate, safety and congestion relief, the 2018 RTP recognizes that a growing and changing region needs an updated mobility policy for measuring performance of the transportation system and identifying the transportation needs of people and goods. There is a desire to provide a clear policy basis for management of and investment in the throughway 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.

Updating how the region defines mobility and measures success will better align the mobility policy with the comprehensive set of shared values, goals and desired outcomes identified in the 2018 RTP, the 2040 Growth Concept, and local and state goals.

### **Expected project outcomes**

The project’s primary outcome is to recommend an updated mobility policy and associated measures and performance targets for the greater Portland region that clearly define mobility expectations for people and goods to guide local, regional and state planning and investment decisions. The project will establish an updated mobility policy that considers all modes of travel and a broader array of outcomes, beyond the level of congestion. These outcomes include healthy communities, air quality, climate, safety and equity.

The updated policy will be applied in the next update to the Regional Transportation Plan, due in 2023, and incorporated in the highway mobility policy (Policy 1F) in the Oregon Highway Plan, pending approval by the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Council and the Oregon Transportation Commission (OTC).

The updated policy will guide development of regional and local transportation plans and studies, and the evaluation of potential transportation system impacts of plan amendments and zoning changes subject to the State of Oregon's Transportation Planning Rule (TPR).

## OUTREACH TO SHAPE THE APPROACH AND DESIRED OUTCOMES

Work in early 2019 between project partners, Metro and the Oregon Department of Transportation (ODOT), led to creation of a Metro/ODOT scoping agreement that identifies the project purpose, draft objectives and a proposed approach for updating the mobility policy for the Portland area. **Appendix A** contains the Metro/ODOT scoping agreement.

Starting in April 2019, as part of the scoping phase, the project team began seeking feedback on the draft project objectives and a proposed approach to the project contained in **Appendix A**. **Appendix B** contains a list of the key scoping meetings.

Comments and feedback were solicited through October 2019 through more than 28 discussions with the Metro Council, local and regional technical and policy advisory committees, local agency staff involved in public health and one forum with community leaders. In addition, interviews were held with more than 60 stakeholders from across greater Portland representing local government, transit, business, freight movement, commuter, affordable housing, public health, environmental and racial equity perspectives, among other stakeholders. Regional planning staff were engaged to understand the intersection of the mobility policy and land use and other transportation issues.

**Appendix C** contains notes taken during small group discussions of a joint workshop of the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC) on June 19, 2019

**Appendix D** contains the summary of comments and feedback received during the community leaders' forum held on August 2, 2019.<sup>1</sup>

**Appendix E** contains questionnaires submitted to the project team from May to September 2019.

A separate [stakeholder interview report](#), prepared by JLA Public Involvement, summarizes the key themes and findings from the interviews in more detail.

This report summarizes feedback received throughout the scoping phase. This feedback shaped the draft work plan and the draft stakeholder and public engagement plan that is under consideration by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council to guide the update as it moves forward in 2020.

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<sup>1</sup> The community leaders' technical briefing and discussion forum also covered the topics of the MAX Tunnel Study Emergency Transportation Routes Study. Feedback on all three topics are included in the meeting summary.



## Feedback informing project outcomes

### Overall

There is broad support for updating the policy, the draft project outcomes and on the need for an updated policy that accounts for all modes and focuses on people and goods. Other comments urged that the region clearly define its goals for mobility and what we want to accomplish and then begin to define the best way to measure it. In addition, many people highlighted the importance of a final regional mobility policy that should advance multiple outcomes for the system, such as goals around safety, racial equity and climate.

Participants at the community leaders' forum encouraged recognizing the authority inherent in the policy to seek opportunities to move both transportation and land use goals forward, specifically around equity, safety, climate, travel options and affordable housing. On this point, some participants at the forum asked about including Vision Zero as a goal within this framework to prioritize pedestrian safety over vehicle throughput.

People also raised issues regarding the current policy, including concerns that it doesn't fully capture the experience on urban arterials, benefits of multimodal projects and the distribution of benefits and impacts. Comments also expressed frustrations with the current policy and how it impacts other planning decisions, with a sense that land use decisions should be leading transportation decisions rather than having the transportation policy constraining land use decisions.

Specific critiques were offered on the current vehicle-focused volume-to-capacity ratio thresholds or level of service model, including:

- LOS doesn't capture conditions well on roadways like urban arterials without restricted access and fails to adequately capture full benefits of multimodal projects.
- LOS doesn't explicitly measure reliability of travel times.
- LOS doesn't account for distribution of costs and benefits to different group, markets or geographies.
- V/C will always fail, because we cannot build our way out of congestion.
- V/C is outdated and does not lead to desired outcomes only measures capacity for motor vehicles. It does not measure people trips or other modes – not a good measure for regional goals and outcomes.



This last comment reflects other frustrations with the current policy and how it impacts other planning decisions, with a sense that land use decisions should be leading transportation decisions rather than having this transportation policy constraining land use decisions:

*“[The misalignment of v/c as the primary transportation performance measure and policy goals of expanding transportation choices] has increasingly become a challenge for legislative amendment land use changes and long-term corridor project planning. We have projects and land use changes that we want to make that support city and regional goals for housing and transportation, but we are unable to do them with current regional standards.”*

On the other hand, some people argued for an additive process rather than simply replacing the current v/c measure and requested the project to build a full understanding of the influence of the current policy, measures and standards and the impact of proposed changes:

*“While far from perfect, the existing measurement techniques and standards are still used on a regular basis throughout the region in numerous ways... Changes proposed through this process would perhaps provide additional metrics and/or allowance to exceed the standards depending on the circumstances.”*

In addition, some people favored the simplicity of an LOS measure:

*“LOS is simple and any alternative measures and approaches should strive for this simplicity; if overly complex, it will be confusing, lack accountability and not help decision-making.”*

Specific recommendations or flagged concerns for other potential measures included:

- Vehicle miles traveled should be considered, and research should include how the transition to VMT is going (how it is being used, what’s working or not and why in California, for instance).
- VMT is a proxy for emissions not mobility.
- Housing affordability and housing need pressure is increasing VMT in outer areas.
- Freight output could be a measurement.
- Shifting away from freight mobility as a priority will help serve community and people’s needs better.
- Consider a minimum standard for providing travel options in the region.
- Use leading measures not lagging measures to be forward thinking, and consider tiering measures if multiple measures are used.
- Measure asset effectiveness (e.g., the amount of assets compared to mode share) to show addressing mobility needs isn’t always about spending money.

- Measure access to destinations, major corridors and transportation services.
- Measure bike and pedestrian completeness (but add to it to account for unimproved key connectors, or “permeability,” within that measure).
- One approach could be setting baseline off-site thresholds for different modes and then assign trip generation by modes and compare to local/regional mode share targets.
- We need to measure for the most efficient system for the most people.
- We should measure for equitable travel time across travel options by race and income.
- Throughput capacity in a corridor – maximize investments to get as much throughput as possible over a specified time.
- Standards should be clear and objective, providing a fair way to get mitigation from developers.
- The region needs metrics to capture the reality on the ground (not just within a model), which is a range of mobility performance.<sup>2</sup>
- Consider mobility across the whole corridor (parallel facilities) with different targets for different modes.
- Primary measures should be protecting safety on higher speed throughways and operations on arterials and collectors (such as left turn lane overflow).

### Equity

Many respondents felt the policy should result in basic adequate service for all people across age, income, gender and abilities with a focus on the experiences of historically marginalized communities. Specifically, lower income employees rely more on off-peak travel times, and people with lower income and people of color more often have to travel longer distances and have fewer travel options available to access their daily needs, e.g., work, school, healthcare and services.

There appeared to be confusion with using the term “equitable” without specification. As one person stated,

*“What I gather from the word ‘equitable’ is equitable across all modes, but we also have to look at racial equity and how this policy might impact historically marginalized communities.”*

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<sup>2</sup> Washington County staff offered a list of metrics to quantify on-the-ground system operation and describe critical attributes of the system that can be used as part of a larger or within facility-specific calculations. See Appendix E.

Additional considerations and concerns raised included:

- The policy should result in basic adequate service for all groups across age, income, gender and abilities with further benefits accruing progressively so that those at greater initial disadvantage receive greater initial benefit.
- Start with knowing the demographics of the region we will have and plan for them – there is an aging population that will use the system differently, so mobility will mean something different for them.
- We need to consider [racial equity] but also consider age, education, income and ability.
- Lower income employees rely more on off-peak travel times (e.g., shift workers) and typically have fewer transit options though may be more transit reliant.
- People with lower income and people of color have to travel longer distances and have fewer choices.

#### **Development and housing production**

Some participants highlighted the impact of the mobility policy on potential land use decisions, development and housing production and how an updated policy could be used to encourage development in line with local and regional land use goals, including compact, mixed-use development and the provision of affordable housing. Some also highlighted that changes in land use regulations should be considered through this process.

- Consider potential impacts from HB 2001 (missing middle housing legislation), specifically planning for CIPs, TSPs, etc. with a range of housing types that also have different trip generation rates and mode choices.
- Investigate how the measures go beyond mobility to address other desired outcomes such as removing barriers to compact, mixed-use development and the provision of affordable housing in the region.
- The mobility standards help guide long-term plans but are also used in development decisions today.

#### **Affordable travel options**

Many participants emphasized the need to support affordable travel options, with some specifically pointing to including travel options in a mobility performance measure: *“The system is never going to not be congested, so we have to provide more options to get around.”*

There were some respondents who specifically wanted measures that included connectivity, both in addressing gaps in the system and also the interrelationship between land use, walking, biking and using transit.

### Context-sensitive approach

Most participants encouraged a policy that took different communities and conditions into consideration, either through variability in performance measures or the targets/standards in applying those measures.

- The policy should consider different market segments, facility designations and multimodal infrastructure availability.
- Ideally, the measures would be consistent across facilities/areas, though the calculation/application might differ.
- It is important to capture network effects and not only local facility or area impact.
- Different parts of the region have different travel options available and different land use patterns; many areas are underserved by bike, pedestrian and transit connections.
- Move away from specific facilities to impacted geographic areas; mobility corridors could be difficult to measure because changes in one corridor could impact others, especially as they overlap each other.
- There is a connection between transportation and land use; the question is how can the policy promote land uses that will lead to shorter commute distances – policies should promote density so people can access jobs and amenities closer to where they live.
- Denser urban areas with multiple travel options are able to accommodate higher levels of congestion than the interface between higher speed facilities to lower speed arterials.
- Sensitivity to community size should be considered.

### Implementation

Several people raised the need for the policy to align at different levels of implementation and use from both transportation and land use perspectives as well as from the state and regional levels to the county and city level. Some people encouraged ensuring that it could clearly translate to guidance during project development.

- The policy needs to meet needs at all levels – the system/policy level has a different function from how it is applied at the local level; all levels need to be aligned.
- ODOT performance standards need to be synchronized between “planning targets” applied to transportation system plans and “performance standards” applied to plan amendments and development review and “design standards” when applied during the design and construction of planned improvements identified in the transportation system plans.

- Identify a menu of potential interventions and mitigations for transportation system plans, mobility corridor and plan amendments that exceed the acceptable thresholds for impacts to the multimodal transportation system.
- 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.
- Recommend considerations for future local, regional and state actions outside the scope of the 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.

### **Feedback informing project approach**

#### **General approach**

Overall, there is broad support for the general approach identified in the Metro/ODOT scoping agreement, particularly the use of case studies to illustrate the issues with the current policy and then testing alternative mobility policy approaches in line with a context-sensitive approach.

Comments encouraged strong consideration of key issues:

- The project problem statement should identify the disconnect between system planning and project design measures and targets/standards.
- Though they shouldn't limit what is recommended, downstream implications (e.g., for project design and system development charge programs) need to be understood.
- Background information should identify examples of the problems with applying the current measures and be clearer that the Transportation Planning Rule requires a performance standard but doesn't specify what it should be (i.e., there is no state or federal requirement to use the volume-to-capacity measure as a standard in local codes).
- Case studies are important to illustrate the issues with the current policy as well as test alternative mobility policy approaches.
- The project needs to clearly distinguish between plan amendments and development review, which are different activities but are often conflated.

#### **Engagement strategies**

A clear majority of people supported relying on existing committees and decision-making processes. Several ideas were offered around who and how to engage moving forward.

- People are not able to see a clear picture of how it all works together, from the system/policy level and how that relates to state plans and the Transportation Planning Rule to how that

affects local plans and requirements. Examples should be developed to better illustrate current approaches.

- Visit with local communities and historically marginalized communities to ensure they have a voice in what types of multimodal infrastructure make sense; context sensitive solutions will matter to regional planning process.<sup>3</sup>
- Involve Metro research center and ODOT's Transportation Planning and Analysis Unit (TPAU) and Roadway Design Group/State Traffic Engineer staff in defining the analysis methodologies early in the process.
- Vancouver requested direct engagement in this effort.
- It is critical to build in check-in points with local governments along the way.
- The Metropolitan Mayors Consortium was suggested as a forum for engaging directly with all of the mayors.
- Engage the Oregon Health Authority and other public health interests.
- Work directly through the county-level coordinating committees to engage local governments.

#### **Evaluation and prioritization of measures**

There were some comments that reflected participants' contemplation of how to organize, evaluate and prioritize potential measures. Legal defensibility was also raised by many stakeholders as a key criterion.

- Replacement measures need to be evaluated with criteria that include: simplicity, consistency, sensitivity, granularity, tractability and, to the extent possible, metrics that connect to broader goals such as greenhouse gas reduction and improving safety.<sup>4</sup>
- There is a fundamental challenge in finding the right balance between modern and smart measures that account for complexity of systems, are intuitive and can be readily calculated at different scales.
- Try to account for Uber, Lyft and other changes in travel trends and behavior as well as parking provision.

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<sup>3</sup> A participant at the community leaders forum raised the issue that the term "multimodal" is seen as code for and a method of gentrification.

<sup>4</sup> More detail in these terms are captured in the Scoping questions responses from Metro Research Center staff in Appendix E.

## Defining mobility

Participants were asked to share how they defined mobility. Generally, people commented that mobility means the movement of goods and people and being able to access daily needs/destinations – home, work, school, healthcare and services, by multiple modes and in a timely, efficient and affordable manner. Some people raised that the term is more generally thought of in relation to disability and personal mobility devices. Some people stated additional consideration should be given to the relationship between mobility and accessibility, with some people conflating the two concepts, while others expressed the concepts as being complementary.

That being said, the concept of regional or travel mobility was generally described in terms of the individual or community experience. Responses included the following:

“Getting to where you need to go safely, affordably and reliably no matter your age, gender, race, income level, ZIP code – mobility is strongly influenced by equitable access to transportation options.”

“The movement of people from place to place by multiple forms of travel.”

“The region needs to define mobility from the user experience perspective, on the ground, reality... [A] ratio of experienced travel time to free flow travel time... is important to compare congestion across the region in understandable terms.”

“Ease of getting around, but people have different thresholds about what “ease” means, so it’s hard to measure.”

“We cannot talk about mobility without talking about accessibility, predictability and efficiency, which are all really important for mobility.”

“Mobility is not a great word for it, since it is associated with ADA and mobility devices.”

“Getting from Point A to Point B by quickest means balanced with safety, access and equity.”

“Ability to move predictably and efficiently.”

“Physical travel that provides access to daily requirements – employment, healthcare,... by multiple modes.”

“Ability to travel using a range of modal options that are practical and competitive in order to accomplish a person’s or business’ daily needs.”

“Ease of physical travel and access a person has to all modes of travel.”

“Needs to be broadened beyond vehicle capacity to include transit, biking, walking, etc.”

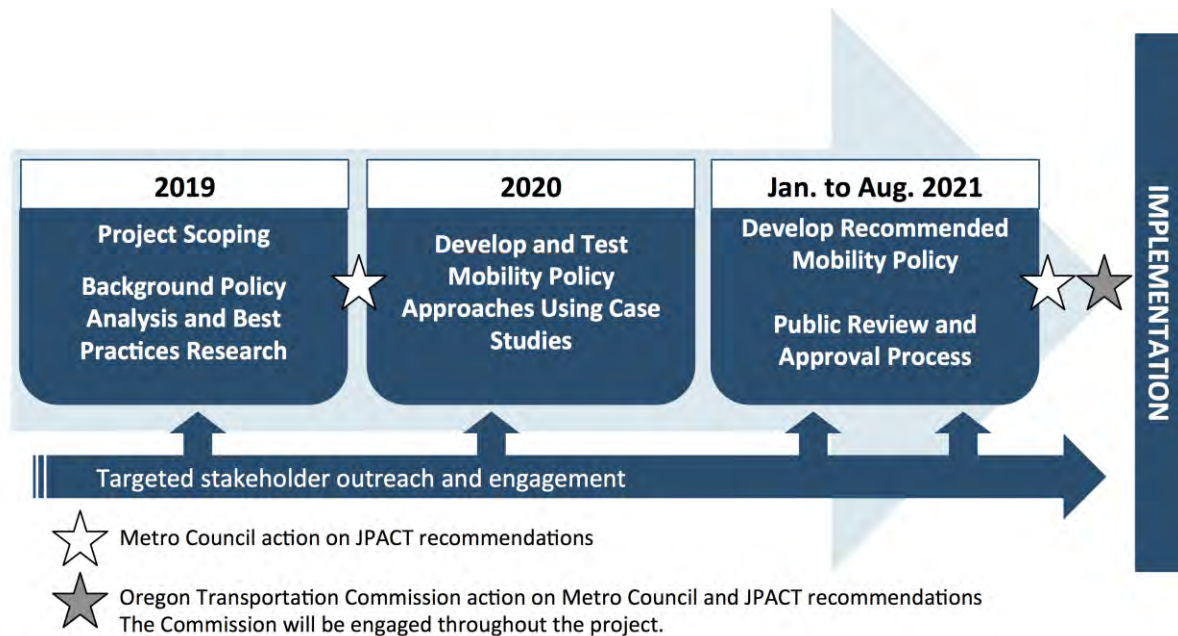
“Reliability/consistency of travel times at specific times of day.”



## NEXT STEPS

Scoping was used to help develop a work plan and engagement plan that will guide the planning process. The plans will be presented to JPACT and the Metro Council for further discussion and consideration in November and December, respectively. Pending JPACT and Metro Council approval, the project's multi-phase planning process will advance from Jan. 2020 through fall 2021, and result in policy recommendations to JPACT, the Metro Council and the Oregon Transportation Commission.

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



For more information, visit [oregonmetro.gov/mobility](https://oregonmetro.gov/mobility).



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## Metro/ODOT Mobility Policy Update Scoping Agreement

April 18, 2019

The mobility policy update will take place over the next two years. This document describes the proposed project purpose, objectives and approach developed by Metro and ODOT staff for feedback during the project scoping phase. Stakeholder feedback will shape development of a work plan and engagement plan for consideration by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council in Fall 2019.

### Project Purpose

Update the mobility policy framework for the Portland metropolitan area in the Regional Transportation Plan (RTP) and Oregon Highway Plan (OHP) Policy 1F, including development of alternative mobility measures and targets. The updated policy will guide the development of regional and local transportation system plans and the evaluation of plan amendments subject to the Transportation Planning Rule (TPR) - 0060 during development review.

### Project Objectives

Develop an alternative mobility policy and associated measures, targets, and methods for the Portland area that define mobility expectations for multiple modes users, and time periods, and that:

- Clearly and transparently communicate mobility expectations and provide clear targets for local, regional and state decision-making
- Address all modes of transportation
- Address both people and goods movement
- Distinguish between throughway<sup>1</sup> and arterial performance
- Are financially realistic
- Reflect and are consistent with adopted state, regional and community policy objectives.<sup>2</sup>
- Support implementation of the Statewide Transportation Strategy for Reducing Greenhouse Gas Emissions and Climate Smart Strategy and related policies.
- Address growing motor vehicle congestion in the region and its impacts on transit, freight and other modes of travel.
- Are coordinated with and supportive of other state and regional initiatives, including Value Pricing, Rose Quarter, and Jurisdictional Transfer.
- Are innovative and advance the state of the art beyond the current motor vehicle v/c-based measures and targets.
- Consider system and facility performance for all modes in the alternative mobility policy, as well as financial, environmental and community impacts of the policy, including impacts of the policy on traditionally underserved communities.
- Are applicable and useful at the system plan, mobility corridor, and plan amendment (development review) scale.

<sup>1</sup> The RTP Throughways generally correspond to Expressways designated in the Oregon Highway Plan.

<sup>2</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.

Approach

- **Phase 1 | Project Scoping | May to Dec. 2019** Metro and ODOT work together with assistance from a consultant to engage local, regional and state partners and stakeholders to develop a refined problem statement, glossary of terms, work plan and public engagement plan. Engagement activities in this phase will include stakeholder interviews<sup>3</sup>, TPAC workshop(s), a Community Leader's Forum, Metro Council briefings and local elected official briefings through JPACT and City of Portland and County Coordinating Committees.
- **Phase 2 | Project Implementation | Jan. 2020 to June 2021** Metro and ODOT work together with assistance from a consultant to engage local, regional and state partners and stakeholders to develop the alternative mobility policy, measures, targets, and methods for consideration by JPACT, Metro Council, and the Oregon Transportation Commission.
- Work will be performed by Metro and ODOT (Region 1 and TDD) staff with targeted consultant support.
- ODOT and Metro roles and responsibilities and decision-making protocols will be set forth in a Memorandum of Understanding (MOU) or Intergovernmental Agreement (IGA).
- The project will rely on existing regional technical and policy advisory committees and decision-making processes that is supplemented with briefings to the Metro Council, OTC and targeted outreach to coordinating committees, business and freight associations, transportation, environmental justice and environmental advocacy groups and historically marginalized communities. The role of the Region 1 ACT needs to be clarified.
- The project will follow the process set forth in OHP Policy 1F3 and associated Operational Notice PB-02. That means the project will set forth a Portland area-specific process(es) and documentation requirements and identify measures and targets for identifying needs and for demonstrating the adequacy of regional and local actions and projects in transportation system plans, and of mitigation measures for plan amendments during development review.
- Proposed measures and targets will generally be taken from existing measures and past research efforts, including the RTP, Climate Smart Strategy, ODOT Key Performance Measures, Federal performance measures and targets, Washington County TGM project on performance measures, and the ODOT Region 1 Highway Performance Project and Traffic Performance Report. A targeted review of best practices from California, Washington, Florida and other states and MPOs will be conducted.
- Measures to explore may include motor vehicle, freight and transit travel time and reliability, active transportation network completeness, street connectivity, transit coverage and frequency, mode share, accessibility, trip length, vehicle miles traveled, and mobility corridor person and goods movement capacity and throughput.
- Measures, targets, and methods may vary in how they apply system-wide, to multimodal mobility corridors, to throughways, to arterials, and to plan amendments, but will not result in 24 mobility corridor-specific measures or targets.
- The project will apply the proposed measures and targets to selected mobility corridors at the mobility corridor and development review scale through case studies. The case studies will involve a technical assessment to determine the feasibility and adequacy of the proposed measures and targets. Following the case studies, the project will define an updated alternative mobility policy for the Portland region, including measures and targets for use in the 2023 RTP update.

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<sup>3</sup> Stakeholder interviews will include the Metro Council President, a Portland-area member of the Oregon Transportation Commission, city and county staff and elected officials, transit and other transportation providers, freight, business, port and economic development interests, community-based organizations representing historically marginalized communities, health and equity interests, youth, older adults, people living with disabilities, active transportation, environmental justice, environmental advocacy and land use issues, and transportation consultants with experience developing transportation system plans and conducting transportation impact analyses for plan amendments.

## REGIONAL MOBILITY POLICY UPDATE

## KEY SCOPING MEETINGS | APRIL TO DECEMBER 2019



The Regional Mobility Policy Update project is a joint effort of Metro and ODOT. Throughout 2019, Metro and ODOT staff have worked closely together with local, regional and state partners to scope the project. A report summarizing scoping engagement activities and feedback received will be available in October.

Month	Who	When	What
April	CTAC	4/23	<ul style="list-style-type: none"> <li>• Project update</li> <li>• Seek feedback on initial scoping questions</li> </ul>
	PBOT	4/29	
May	EMCTC TAC	5/1	
	WCCC TAC	5/2	
	TPAC	5/3	
June	Portland Freight Committee	6/6	<ul style="list-style-type: none"> <li>• Project update</li> <li>• Seek feedback on project goals, approach and potential issues to address to inform development of work plan and engagement plan</li> </ul>
	TPAC/MTAC workshop	6/19	
	Council WS	6/25	
July	Stakeholder interviews	All month	
	JPACT	7/18	
	County public health and transportation staff discussion	7/22	
August	Stakeholder interviews	All month	
	WCCC TAC	8/1	
	Community Leaders Discussion Forum	8/2	
	CTAC	8/27	
September	Stakeholder interviews	All month	
	EMCTC TAC	9/4	
	TPAC	9/6	
	Portland Pedestrian Advisory Committee	9/17	
	C-4 Metro	9/18	
	MTAC	9/18	
October	DLCD/Metro/ODOT State Agency Coordination	10/2	<ul style="list-style-type: none"> <li>• Project update</li> <li>• Seek feedback on draft work plan and engagement plan</li> </ul>
	TPAC	10/4	
	EMCTC	10/14	
	WCCC	10/14	
	JPACT	10/17	
	Portland Bicycle Advisory Committee	10/22	
	MPAC	10/23	
	DLCD/Metro State Agency Coordination	10/30	
November	TPAC	11/1	<ul style="list-style-type: none"> <li>• Seek recommendation to JPACT on work plan and engagement plan</li> </ul>
	Council	11/5	<ul style="list-style-type: none"> <li>• Seek feedback on draft work plan and engagement plan</li> </ul>
	JPACT	11/21	<ul style="list-style-type: none"> <li>• Seek recommendation to the Metro Council on work plan and engagement plan</li> </ul>

## REGIONAL MOBILITY POLICY UPDATE

## KEY SCOPING MEETINGS | APRIL TO DECEMBER 2019



Month	Who	When	What
December	Council	12/5 requested	<ul style="list-style-type: none"><li>• Consider JPACT's recommendation</li></ul>

**6/19/19 TPAC/MTAC workshop****Regional mobility policy table notes**

- Bev Dottar, community representative (TPAC)
- Karen Buehrig, Clackamas County (TPAC)
- Scot Siegel, City of Lake Oswego (MTAC)
- Nina Carlson, service providers (MTAC)

Recorder: Frankie Lewington

**1. What does mobility mean to you? How do we know if it is equitable?**

- Mobility means different things to different people – whether you have a job or not, whether you are living with a disability or not. Can you walk to where you need to go? If you're in walking distance of having all your needs met, you don't have to worry about freeway capacity.
- Also have to recognize just because you aren't taking the trip (i.e. say to go to the grocery store), people are still making trips on your behalf (i.e. getting groceries delivered, Amazon deliveries).
- Mobility means accessibility. It's tied to land use. Recognize that people use those different modes at different levels of activity (going to work vs. local corner store). It's also tied to measures – how accessible is it to me to get to that amenity?
- Worried about the term equity. What might work mobility-wise for someone in Portland is different than in Clackamas County.
- What I gather from the word equitable is equitable across all modes. But, we also have to look at racial equity and how this policy might impact historically marginalized communities.
- We also need to consider age, education, income, ability.
- We should set our goals for population and jobs 20 years in the future.
- The mobility standards help guide us in our long term plans, but also used in development today.
- As we continue to grow and become more dense, what level of congestion are we really willing to tolerate to get the mobility or access we need? The system is never going to not be congested so we have to provide more options.
- Coming to Metro from Beaverton, I have to add extra half hour to my commute. But I didn't want to continue waking up early. But with parking and traffic continuing to get worse, that half hour doesn't sound too bad.
- My job requires me to have a car. What are we going to do to have employers incentivize teleworking?
- This process is establishing standards.

**2. What alternative measures are most important to be considered in this project?**

- Not discussed.

**3. Should the updated policy and associated measures be different for different areas and/or facilities (e.g. arterials vs throughways)? If so, how might they vary?**

- There is connection between transportation and land use; it's more reasonable to bike in SE PDX into downtown instead of coming from Oregon City to downtown. How do you promote those land uses that will lead to shorter commute distances? There should be policies that promote density so people can access jobs and amenities that are closer to where they live. Yes to question 3.
- Yes, the policy should be defined in different ways.
- Concerned about the people who have always lived in the outer rings; feel like they are more at risk of displacement.

- Would argue the opposite is happening. By making the most efficient use of our downtown centers, there is less spillover effects in places like Banks and Gaston.
- Talking about industrial lands, they are mostly all on the fringes. Do we want to think of bringing the jobs to the people? Rezoning suburban places zoned for industrial land. Places like Tigard, Sherwood, Tualatin – connecting this policy to land use.
- Important to look at gaps in the system. In the suburban areas, more gaps in the pedestrian and bike systems. How do you accommodate this to create more complete systems?
- An alternative way to measure mobility: pedestrian access, bike access. Plan for HWY 43 has a cycle track on one side of the road. Should be looking at mobility in a given area.
- Need to look at best practices.
- We have to look at what we have currently and look at how the system is performing safety wise. Is what we're building safe? Can't keep developing like we have in the past.
- We should look at economic measures (how many businesses have located, time for employees to get to work, flex hour policies and how those have changed).
- What about mobility corridors? One of the project objectives should be clearly identifying how to move mobility corridor concepts forward.
- Some of the corridors have constraints, pinch points that will never be solved, serious bottlenecks. It would be worthwhile to identify where the critical points are and to test the mobility standards we're considering.
- Rural-urban interface. We should also be thinking about the roadways that provide access from urban roadways to rural ones. In urban growth areas, how do we make the smaller steps of making a rural road to urban road?
- We should also talk about the practicality of using different modes. I might want to park at a park and ride but they are all full by 6:45am. Transitioning from different modes is not always practical.
- Making sure there is more connection to counties outside of metro region. Impact of goods movement through Columbia and Clark through our region– how do we account for this?
- Implications of HB 2001. Assuming whatever comes out of that bill will be considered and accounted for.
- Outreach to the CPOs is important. Faith communities and community-based organizations should also be engaged.

**4. Did we miss anything in the project objectives?**

- Not discussed.

**5. To help us with project communications, how would you describe the mobility policy (e.g. what it is and how it is used)?**

- Not discussed.

**6. Anything else you want to tell us?**

- Not discussed.



**6/19/19 TPAC/MTAC workshop****Regional mobility policy table notes**

- Tom Armstrong, City of Portland (MTAC)
- Adam Barber, Multnomah County (MTAC)
- Jessica Berry, Multnomah County (TPAC)
- Chris Deffebach, Washington County (TPAC)
- Jennifer Donnelly, DLCD (MTAC)
- Katherine Kelly, City of Gresham (TPAC)

Recorder: Kim Ellis

**1. What does the term “mobility” mean to you?**

- Ability to move freely and easily
- Ability to move effectively and efficiently
- “Movableness”
- Multimodal – although DOT focus has been on vehicles
- By allowing more congestion, current LOS policy allows less mobility/efficiency

**How do we know it is equitable?**

- Ability to move between different levels of society and educational opportunities
- Need to explore intersectionality of income with race, urban/rural and people with disabilities
- People become socially isolated if mobility options do not exist

**2. What alternative measures are most important to be considered in this project?**

- Need broader measures that measure
- The most efficient system for the most people
- May need to keep access and mobility separate; access is more of a local responsibility and mobility is more of a shared, regional responsibility
- VMT alone is an incomplete measure, like LOS alone is an incomplete measure; neither get at travel time
- VMT measures behavior and will be problematic because of different development patterns and availability of options (comparison of Portland and Troutdale given)
- Housing affordability and housing need pressure is increasing VMT in outer areas
- Access for all groups
- Equitable travel times across travel options by race and income
- Commute travel time
- Transportation/cost burden - cost of available travel option(s) as a way to determine if it is equitable
- System completeness
- Throughput capacity in a corridor – maximize investments to get as much throughput as possible over specified time period
- Lower income employees rely more on off-peak travel times (e.g., shift workers) and typically have fewer transit options and/or cannot afford a vehicle to drive

**3. Should the updated policy and associated measures be different for different areas and/or facilities (e.g. arterials vs throughways)? If so, how might they vary?**

- Yes; Should vary based on different constraints
- New targets/standards must be achievable
- Need to address problem of capacity in vehicles that is not being used
- What we ask development to do to address deficiency(ies) – currently not investing or using all the tools we can to manage congestion
- Need to ensure there are not “deserts” in the region without travel options

4. Did we miss anything in the project objectives?
  - Not discussed.
5. To help us with project communications, how would you describe the mobility policy (e.g. what it is and how it is used)?
  - Not discussed.
6. Anything else you want to tell us?
  - Not discussed.

**6/19/19 TPAC/MTAC workshop****Regional mobility policy table notes**

- Glen Bolen, ODOT Region 1 (MTAC alternate)
- Denny Egner, City of Milwaukie (MTAC)
- Ezra Hammer, Home Builders Association (MTAC)
- Sumi Malik, Consultant

Recorder: Lake McTighe

**1. What does the term “mobility” mean to you?**

- Ease of getting around; people have different thresholds about what “ease” means; hard to measure
- Cannot talk about mobility without talking about accessibility, predictability and efficiency which are really important for mobility
- Getting across the region predictability is important
- Multimodal is an important part of mobility – provide realistic options for people to get from “A” to “B”
- Getting from Point A to Point B in quickest means balanced with safety, access and equity

**How do we know it is equitable?**

- Personal security/crashes
- Streets need to be safe for all people and modes – safe from harassment
- Driving is still safest
- Cost of taking transit versus driving a vehicle (account for real cost)
- If it is too expensive to get around, it is inequitable
- Negative feedback loop – lower income have less transportation options
- Fairness – whose time is more valuable, what mode is quickest
- People with lower income, people of color have to travel longer distances and have fewer choices
- Everyone has access to all options that are affordable
- Your second choice (if needed) is still a good, affordable choice
- Tie into land use and housing affordability

**2. What alternative measures are most important to be considered in this project?**

- Depends on where you are
- California has LOS plus VMT – if mitigation to address LOS is not feasible, kicks to VMT
- Do not want to disrupt system of clear and objective standards
- Need to ensure we have a fair way to get mitigation from developers
- Look at Scappoose alternative standards – allows longer period of congestion and delay
- Access to daily needs
- Access to transit system
- People and goods throughput (don’t leave out freight)
- Benefits to other modes in response to impacts as articulated in plans

**3. Should the updated policy and associated measures be different for different areas and/or facilities (e.g. arterials vs throughways)? If so, how might they vary?**

- Fehr and Peers main street work - Some types of development have different types of traffic impacts
- Local trip capture
- Whatever you can do to localize trips

**4. Did we miss anything in the project objectives?**

- Land use tie is important – 20-minute neighborhood concept
- Housing is expensive in the region; connect this to housing
- When people are displaced they are often having to make longer trips making this an equity issue

**5. To help us with project communications, how would you describe the mobility policy (e.g. what it is and how it is used)?**

- Not discussed.

**6. Anything else you want to tell us?**

- Not discussed.

**6/19/19 TPAC/MTAC workshop****Regional mobility policy table notes**

- Lynda David, SW RTC (TPAC)
- Darci Rudzinski, business and economic development interests (MTAC)
- Marlee Schuld, Troutdale (MTAC)

Recorder: John Mermin

**1. What does the term “mobility” mean to you?**

- Getting from A to B
- Longer trips (getting across the region), not shorter trips
- Key to life – gets you to jobs, groceries, etc.

**How do we know it is equitable?**

- For whom?
- “equitable” is a very broad term
- Aging population?
- Those that cannot drive?
- A perfect system would be needed for it to be equitable

**2. What alternative measures are most important to be considered in this project?**

- Cost of using a mode of transportation
- Travel time auto vs. transit
- Mobility across the whole corridor (parallel facilities), different targets for each mobility target

**3. Should the updated policy and associated measures be different for different areas and/or facilities (e.g. arterials vs throughways)? If so, how might they vary?**

- Mode share for arterials
- Safety of all modes on arterials

**4. Did we miss anything in the project objectives?**

- Education to users of transportation system, especially highways, e.g. ways to merge more effectively
- Education on mobility expectations – explaining to people what we are gaining (the tradeoffs) by accepting more congestion?

**5. To help us with project communications, how would you describe the mobility policy (e.g. what it is and how it is used)?**

- Mobility is not a great word to describe it. It is associated with ADA. E.g. mobility devices.
- People-moving
- How do you get to where you need to go
- Are you mad about traffic/congestion?

**6. Anything else you want to tell us?**

- Topography impacts transportation (decrease mobility). e.g. in Troutdale is very hilly which makes it challenging to bike and walk. Transit may be a better investment than bike facilities in a hilly location.
- Crossing waterways is challenging. Refer to Title 3 and Title 13 in this work.

**6/19/19 TPAC/MTAC workshop**  
**Regional mobility policy table notes**

- Gerald Mildner, Commercial/Industrial interest (MTAC)
- Jeannine Rustad, THPRD (MTAC)
- Anna Slatinsky, City of Beaverton (MTAC)

Recorder: Lidwien Rahman

**1. What does the term “mobility” mean to you?**

- Movement of people – being able to meet our needs
- Success = choices, redundancy of options to meet real life needs, including non-routine needs
- Multimodal and local travel patterns to daily needs not a single system; not just AM/PM peak work trips
- 80% of commute trips still by car – still need to emphasize vehicle mobility, road network and identify gaps in regional bridges and commodity gaps

**2. What alternative measures are most important to be considered in this project?**

- Trip length – freeways versus arterials – Intel to Seattle, Intel to PDX, Milwaukie to Lake Oswego
- Different contexts, e.g., Washington Co. versus Multnomah county
- Lack of NHS highways in Washington County
- What options are available – same measure may be applied differently in different places
- Travel time reliability for all modes and intermodal
- Break apart travel time and reliability
- Emerging travel patterns (e.g., Intel to Sherwood), technology, ridehailing services
- Affordable housing/low income communities living in inaccessible locations

**3. Should the updated policy and associated measures be different for different areas and/or facilities (e.g. arterials vs throughways)? If so, how might they vary?**

- Define “transportation deserts” – accessibility
- Context sensitive design – functional classification versus place/context
- Corridors → e.g., TV Highway/Scholls Ferry Road play both roles of mobility

**4. Did we miss anything in the project objectives?**

- Political accountability – needs of many should outweigh needs of few
- Political – engage the through-traveler as much as the immediate neighbors when defining standards/measures
- Should empower decision-makers

**5. To help us with project communications, how would you describe the mobility policy (e.g. what it is and how it is used)?**

- Not discussed.

**6. Anything else you want to tell us?**

- Development review (e.g., Beaverton) – impacts on county roads/state highways – different standards and methods are being used/inconsistent
- We have to make nexus and proportionality findings (“fair share”) is challenging – no point due to different standards/different ideas regarding solutions and we don’t have a “proportionality” tool
- Impact of unincorporated area
- Don’t want to discourage development by making it too onerous or expensive

**6/19/19 TPAC/MTAC workshop****Regional mobility policy table notes**

- Bob Kellett, City of Portland
- Jeff Owen, TriMet (TPAC)
- Dayna Webb, City of Oregon City (MTAC)
- Laura Weigel, City of Hillsboro (MTAC)

Recorder: Tim Collins

**1. What does the term “mobility” mean to you?**

- Needs to be broadened beyond vehicle capacity to include transit, biking, walking, etc.
- Need to identify tradeoffs between modes and be honest about it
- Major arterials are the focus
- Limited opportunities for walking

**2. What alternative measures are most important to be considered in this project?**

- VMT (measures decreases in GHG)
- Measuring off-peak mobility - look for better using available capacity (space)
- Land use measures should be considered
- Reliability (but congestion still an issue)

**3. Should the updated policy and associated measures be different for different areas and/or facilities (e.g. arterials vs throughways)? If so, how might they vary?**

- Yes, for different geographies, e.g., industrial areas, suburban areas, but be careful not to be too flexible
- Yes for arterials vs. throughways but be careful to not expect free-flow freeways
- Interstate/highway ramps need to be considered

**4. Did we miss anything in the project objectives?**

- Include meeting our land use objectives
- Connectivity is important but hard to implement

**5. To help us with project communications, how would you describe the mobility policy (e.g. what it is and how it is used)?**

- Use “need to move people and goods” instead of “mobility”
- Snapshots are good to tell the story
- Videos that are public friendly
- Communicate the connection to the next RTP and how it impacts travel in your life

**6. Anything else you want to tell us?**

- Not discussed.



**6/19/19 TPAC/MTAC workshop****Regional mobility policy table notes**

- Jerry Anderson, Clackamas County (MTAC)
- Jae Douglas, Multnomah County Public Health (MTAC)
- Brendon Haggerty, Multnomah County Public Health
- Eric Hesse, City of Portland (TPAC)
- Steve Koper, City of Tualatin
- Garet Prior, City of Tualatin (TPAC)

Recorder: Eric Hesse, City of Portland (TPAC)

**1. What does the term “mobility” mean to you?**

- Travel from rural areas to city center, especially in times of emergency, preference for car with seniors used to having a car
- Mental state – confidence and safe
- Access needed to achieve mobility
- Broken philosophy – build roads = people use them, not the same with transit, bike and walk, etc.

**How do we know it is equitable?**

- Moving people from one place to another, shouldn't be predictive of race

**2. What alternative measures are most important to be considered in this project?**

- Build TDM/education into mitigation measures
- Metro models underestimate biking and walking → tools should better reflect reality/projections (e.g., California VMT example)
- More measures to match tools
- VMT to meet climate change goal and anticipate impacts → then link to toolkit to address needs
- Measure person travel instead of auto travel
- Behavioral survey, how to evaluate outcome
- Access availability
- Safety

**3. Should the updated policy and associated measures be different for different areas and/or facilities (e.g. arterials vs throughways)? If so, how might they vary?**

- Rural and urban areas
- Allow for more mixed use communities outside of the city center
- Variation throughout the region

**4. Did we miss anything in the project objectives?**

- Not discussed.

**5. To help us with project communications, how would you describe the mobility policy (e.g. what it is and how it is used)?**

- Not discussed.

**6. Anything else you want to tell us?**

- Interested in lessons learned from Washington County alternative measures project
- Don't make measures overly complex or cumbersome (lesson learned from Virginia DOT work)

**6/19/19 TPAC/MTAC workshop**  
**Regional mobility policy table notes**

Individual response from Glen Bolen, ODOT (MTAC)

**1. What does the term “mobility” mean to you? How do we know it is equitable?**

- Ability to move predictably and efficiently.
- Major component for person achievement, i.e., getting to work.

**2. What alternative measures are most important to be considered in this project?**

- Accessibility
- Length of delay
- VMT
- Mix of uses indices – localized local trip capture

**3. Should the updated policy and associated measures be different for different areas and/or facilities (e.g. arterials vs throughways)? If so, how might they vary?**

- Yes, access to travel options varies in region, but policy should help those areas evolve to become more multimodal.

**4. Did we miss anything in the project objectives?**

- No response given.

**5. To help us with project communications, how would you describe the mobility policy (e.g. what it is and how it is used)?**

- No response given.

**6. Anything else you want to tell us?**

- No response given.

**6/19/19 TPAC/MTAC workshop**  
**Regional mobility policy table notes**

Individual response from Chris Deffebach, Washington County (TPAC)

**1. What does the term “mobility” mean to you?**

- Move efficiently
- Isn't mode specific

**How do we know it is equitable?**

- Opportunities across modes for comparable travel times

**2. What alternative measures are most important to be considered in this project?**

- VMT per hour of facility (road or bus)
- Throughput within a corridor for all modes
- Measures set up for strategies to improve

**3. Should the updated policy and associated measures be different for different areas and/or facilities (e.g. arterials vs throughways)? If so, how might they vary?**

- Yes.
- Different for different facilities
- Concern about for different areas – need sidebars for where and why
- Concern for maintaining “regional mobility” despite road jurisdiction

**4. Did we miss anything in the project objectives?**

- Make it easy for development to occur – shouldn't have to complete traffic impact studies – (1) for ODOT, (2) for county and (3) for city – for one project due to differing mobility standards. (Should have agreement on regional mobility.)

**5. To help us with project communications, how would you describe the mobility policy (e.g. what it is and how it is used)?**

- Target funding to promote efficiency on each facility.
- Prioritize where different modes and investments are needed.

**6. Anything else you want to tell us?**

- I support using TPAC, MTAC and county coordinating committee TACs and not having a small work group for this project.

**6/19/19 TPAC/MTAC workshop**  
**Regional mobility policy table notes**

Individual responses from Don Odermott, City of Hillsboro (TPAC)

**1. What does the term “mobility” mean to you?**

- Ability to travel utilizing a range of modal options that are practical and competitive in order to accomplish a person’s or business’ daily needs.

**How do we know it is equitable?**

- It is equitable if all persons in the region have equal access to all modes and that the travel options are all viable and competitive.

**2. What alternative measures are most important to be considered in this project?**

- Primary measure should be protecting safety of higher speed throughways and operations on arterials/collectors (i.e., left turn lane overflow).
- The frequency and proximity of transit options.

**3. Should the updated policy and associated measures be different for different areas and/or facilities (e.g. arterials vs throughways)? If so, how might they vary?**

- Yes.
- Denser urban areas are able to accommodate higher levels of congestion (e.g., higher v/c) than interface between higher speed facilities to lower speeds arterials.
- Safety still needs to be protected, however, in congested urban areas, typically tied to queue management.

**4. Did we miss anything in the project objectives?**

- Need to synchronize ODOT performance standards between “planning targets” and “performance standards” applied to development and “design standards” applied by an ODOT engineer when constructing planned improvements.
- “Performance standards” should be allowed to be more stringent if so established by local agencies if their public supports the resulting infrastructure and the funding needed to construct improvements.

**5. To help us with project communications, how would you describe the mobility policy (e.g. what it is and how it is used)?**

- The mobility policy is the yardstick that guides the sizing, type and financing of infrastructure to accommodate growth in accordance with the Transportation Planning Rule. It must be better coordinated from the planning target through the standards applied to development, and finally to the design standards applied by ODOT (as defined by ODOT’s Highway Design Manual).

**6. Anything else you want to tell us?**

- Please set up a work group for interested parties to work closely with ODOT staff in developing these updated policies and standards.
- Please also ensure ODOT’s Transportation Planning and Analysis Unit (TPAU) and ODOT Roadway Design Group/State Traffic Engineer are integrated into the process.

**6/19/19 TPAC/MTAC workshop**  
**Regional mobility policy table notes**

Individual responses from Scot Siegel, City of Lake Oswego (MTAC)

**1. What does the term “mobility” mean to you? Who do we know if it is equitable?**

- Means different things to different people
- Multimodal
- Locational context

**2. What alternative measures are most important to be considered in this project?**

- Need metrics for pedestrian, transit and bike trips – not connectivity but accessibility and safety, considering geographic differences

**3. Should the updated policy and associated measures be different for different areas and/or facilities (e.g. arterials vs throughways)? If so, how might they vary?**

- Yes
- Geographic differences – transect from urban to rural to city centers/town centers and everything in between

**4. Did we miss anything in the project objectives?**

- HB 2001 – region-wide zoning that is exempt from the transportation planning rule

**5. To help us with project communications, how would you describe the mobility policy (e.g. what it is and how it is used)?**

- No response given.

**6. Anything else you want to tell us?**

- Interested in lessons learned from Washington County alternative measures project
- Don't make measures overly complex or cumbersome (lesson learned from Virginia DOT work)

**Community leaders' technical briefing and discussion****Friday, Aug. 2, 2019****Meeting summary**

*On Aug. 2, 2019, Metro hosted a community leaders' technical briefing and discussion, bringing together community leaders focused on social equity, environmental justice, labor fairness and community engagement. Invitees included community representatives on MPAC, CORE, PERC, MTAC and TPAC, as well as previous participants in RTP regional leadership forums and those involved in discussions about an affordable housing measure. More than 100 community leaders were invited, and about 20 leaders participated to learn about the MAX Tunnel Study, the Regional Mobility Update and Emergency Transportation Routes.*

**Attendees**

**Community Leaders:** Bev Drottter, TPAC community member; Anjala Ehelebe, Woodlawn Neighborhood Association; Hannah Holloway, Urban League; DJ Hefferman, Sullivan's Gulch Neighborhood; Allie Yee, APANO; Coi Vu, IRCO Asian Family Center; Ali Mohamad Yusuf, IRCO; Sydney McCotter Bicknell, PAALF; Andrew Basin, Willamette Falls Trust; Diane Linn, Proud Ground; Richi Poudyal, The Street Trust; Nicole Johnson, 1000 Friends of Oregon; Chris Rall, Transportation for America; Vivian Satterfield, Verde; Mercedes Elizalde, Central City Concern; Arlene Kimura, East Portland Action Plan; Carol Chesarek, MTAC community member; Kari Schlosshauer, Safe Routes to School Partnership

**Metro staff:** Clifford Higgins (facilitator), Lake McTighe, Caleb Winter, Eryn Kehe, Matt Bihn

Cliff Higgins kicked off the meeting with introductions and an agenda overview.

**Discussion 1: MAX Tunnel Study**— presentation followed by large group conversation

- The presentation by project manager Matt Bihn reviewed the timeline of the initial study, the purpose and needs statement for the project and feedback that the project team had heard from stakeholders and community members to this point.
- There was a question about the overall cost of the project and when that would be determined. Matt shared that though there may be some early cost estimates, more accurate costing will be determined in the next phase of the study along with alignment and station information.
- This study will produce estimates for the costs of planning a future project. Those costs include developing an Environmental Impact Statement (EIS), Locally Preferred Alternative (LPA) and Final Design. If a portion of these costs is not recommended to be included in the T2020 ballot measure, then Metro will explore other funding sources for those phases of planning.
- There was discussion about if the time savings of this project would increase transit ridership, and it was suggested that there could be barriers to ridership of light rail in a tunnel for people with disabilities.
- A participant asked if north/south tunnel alignment options were being considered.
- One attendee asked how creating an expensive subway system makes sense when there is likely to be an increase in autonomous vehicles (AVs) and other transportation technology. Matt discussed research showing that AVs will likely increase congestion so that dedicated transit right of way will be even more important in the future.

*Small group discussions:*

Below are the major themes and takeaways from each of the small group discussions on this topic. The participants in these small groups were responding to the following prompts:

**Community leaders' technical briefing and discussion****Friday, Aug. 2, 2019****Meeting summary**

- 1) Based on how we've described it, is this project on the right track?
  - 2) Does the problem to be solved make sense?
  - 3) What else should we consider as this project moves forward?
  - 4) How can we best pursue equity on this topic?
- Some participants agreed that the study was asking the right questions at this early stage about the challenge of transit speed through the central city.
  - Though most agreed that the problem to be solved made sense, some said this was not the priority of their community members, and that the project was not on the right track because their members' transit needs were unrelated to this particular challenge.
  - Some participants encouraged Metro to look at other funding sources besides the ballot measure to fund the study because they hoped the ballot measure would focus on implementation of projects in the short term that they perceived to be more beneficial to their members. A cost/benefit analysis of this project and who it would serve could be helpful in evaluating the project goals.
  - In terms of what else to consider, there were many comments regarding prioritizing access to transit stations for disabled and transit-dependent populations. Participants wanted to ensure that additional improvements to transit stations to access a tunnel would not further displace lower income residents from proximity to MAX stations. For suburban residents, their only option is often to drive to a transit station, so they hope that will be considered in westside MAX station access.
  - For how best to pursue equity, groups hope that cheaper options to speed up transit and pilot programs are also being considered such as speeding up buses, removing cars from transit streets or express buses. Individuals encouraged Metro to focus on identifying and articulating who this project is serving – and prioritizing the needs of transit-dependent populations first in any major transportation projects.
  - As this project moves forward, participants encouraged Metro to talk with more individual groups about their transit needs directly (Central City Concern, Urban League, Clackamas County, Gresham and East County residents) to ensure that there is also consideration of north/south connectivity.
  - As the project moves forward, some participants brought up the need to learn from other tunnel projects that have had challenges and gone significantly over budget before moving forward.
  - To best pursue equity, participants want Metro to evaluate and communicate the tradeoffs of this project compared with other possible projects or studies that could go into the ballot measure or be funded in the future, and to weigh the costs against other major transportation investments and transit improvements.

**Discussion 2: Emergency Transportation Routes****Presentation and large group discussion**

- Cliff Higgins presented about the Emergency Transportation Routes Study to the group. He discussed some background on the region's existing Emergency Transportation Routes and the need to update the regional routes to reflect changing population centers, demographics, technology and new information about hazard risks. The study will both identify priority routes and also make recommendations on planning and investments to make those routes more resilient in preparation for major disasters.



**Community leaders' technical briefing and discussion****Friday, Aug. 2, 2019****Meeting summary**

- There were questions about how this project will go beyond just route prioritization and identification to also consider the connections between routes and ways community members can access the routes during an emergency.

*Small group discussions:*

Below are the major themes and takeaways from each of the small group discussions on this topic. The participants in these small groups were responding to the following prompts:

- 1) Based on how we've described it, is this project on the right track?
  - 2) Does the problem to be solved make sense?
  - 3) What else should we consider as this project moves forward?
  - 4) How can we best pursue equity on this topic?
- Participants generally agreed that this project was on the right track, but wanted to make sure it is relevant to individual community disaster preparedness and that there are clear lines of communication about how emergency routes play into overall disaster planning regionally.
  - Though most participants understood the need for the project, many emphasized that there are infrastructure improvement needs in communities now that need addressing, and this project must balance the local needs of these emergency routes with helping local communities to prepare for disasters. There were some suggestions of phasing improvements on certain routes to better serve community's immediate needs.
  - As the project moves forward, there was an interest in how we can learn from best practices in other communities who have experienced significant natural disasters.
  - Individuals brought up specific examples of necessary coordination with other utilities in this planning effort, including: water and sewer lines under Burnside, Powell and Division, the Linnton fuel tanks (fire risk) and major institutions housing vulnerable or dependent populations such as jails, nursing homes or hospitals.
  - The overarching concern brought up by each of the groups was to adequately evaluate who would be served by these prioritized emergency transportation routes, and ensuring that the planning prioritizes serving those with fewer access to resources in a disaster.
  - Pursuing equity on this topic means clear communication with communities about how to prepare for a disaster, where emergency transportation routes are how improving emergency transportation routes would impact their neighborhood. This also includes communication in different languages and longer planning timeframes to incorporate voices less familiar with these planning processes.

**Discussion 3: Regional Mobility Policy Update –presentation**

- Cliff Higgins presented about the Regional Mobility Policy Update. This study is re-evaluating how our region defines mobility (or congestion), which will impact coordinated planning across jurisdictions. Making these changes to our Regional Mobility Policy will allow us to better align this policy with regional values and make changes to local plans to reflect these values including TSPs, corridor and area plans and concept plans.
- Cities, counties and regions are unable to meet their goals for mobility in certain places at certain times per day. Therefore, the region must better define mobility priorities so they accurately reflect the region's priorities.

## Community leaders' technical briefing and discussion

Friday, Aug. 2, 2019

## Meeting summary



- The project will explore the following mobility measures:
  - Vehicle Miles Travelled (VMT)
  - Access to jobs
  - Mode share
  - People and goods throughput
  - Trip length
  - Vehicle hours traveled
  - Travel time and reliability
  - Access to jobs and destinations
  - System completeness
- Cliff then discussed the timeline for the project, considerations for making this policy change and the type of stakeholder engagement they'll seek to evaluate proposed changes.

*Small group discussions:*

Below are the major themes and takeaways from each of the small group discussions on this topic. The participants in these small groups were responding to the following prompts:

- 1) Based on how we've described it, is this project on the right track?
  - 2) Does the problem to be solved make sense?
  - 3) What else should we consider as this project moves forward?
  - 4) How can we best pursue equity on this topic?
- There was general support from the group that looking at more measures of mobility makes sense, and that it is timely to reconsider this policy. Some attendees noted that the groups they represent would need a lot more context to effectively give feedback.
  - This project responds to the needs that communities have articulated about focusing on other measures besides vehicle throughput: Vision Zero, access to jobs and education, anti-displacement
  - Groups encouraged this project to consider communities' needs (and different user groups) throughout the region differently and respect those unique needs in regional policy development and the approach to stakeholder engagement. For example, it was brought up that the term "multimodal" is often seen as a tool for gentrification in the black community and will need a different conversation and approach.
  - There was interest in the project focusing on mobility of older adults, since the majority of the region's population will soon be over 50.
  - Attendees voiced support for the policy change to transition from focusing on vehicle and freight movement to people mobility, as a way to better serve community mobility needs. The demand for efficient freight movement is what has created mobility and safety challenges that conflict with community needs, and a refocus on the needs of people and where they need to go could help alleviate that tension.
  - In terms of how to consider equity, considering who benefits, who pays and who decides about the stakeholder engagement process will inform the direction of this process. Additionally, focusing on the need for affordable housing in all types of communities around the region will ensure that equity is a consideration in regional mobility.

## Regional Mobility Policy Update | Project Scoping Questions | Spring 2019

Name: Bob Kellett

Affiliation: PBOT

Date: 5/10/2019

### Understanding current approaches

#### • How do you use the existing regional mobility policy, measures, standards and targets?

The regional mobility standards are used to evaluate current and future performance of the motor vehicle transportation system. They provide direction to city staff in the performance measures in Portland's 2035 Transportation System Plan:

Policy 9.49.k: Maintain acceptable levels of performance on state facilities and regional arterial and throughway network, consistent with the interim standard in table 9.2, in the development of and adoption of, and amendments to, the Transportation System Plan and in legislative amendments to the Comprehensive Plan Map.

Policy 9.49.l: In areas identified by Metro that exceed the level-of-service in Table 9.2 and are planned to, but do not currently meet the alternative performance criteria, establish an action plan that does the following:

- Anticipates growth and future impacts of motor vehicle traffic on multimodal travel in the area;
- Establishes strategies for mitigating the future impacts of motor vehicles;
- Establishes performance standards for monitoring and implementing the action plan.

#### • What is working/not working with the current regional mobility policy, measures, standards and targets?

Providing Portlanders safer and more convenient ways to walk, bike, and take transit for more trips is a key strategy identified in the Transportation System Plan to accommodate anticipated growth and to maintain a functioning transportation system. However, the primary transportation performance measure used in system planning (v/c) is focused on vehicle mobility and is thus mis-aligned with the City's policy goals of expanding transportation choices and reducing vehicle miles traveled.

This has increasingly become a challenge for legislative amendment land use changes and long-term corridor project planning. We have projects and land use changes that we want to make that support city and regional goals for housing and transportation, but we are unable to do them with current regional standards. We know that as Portland continues to grow it will become increasingly difficult to meet the current mobility standards, especially on state highways.

### Thinking about potential alternative approaches

#### • How should the region define mobility?

Portland's TSP defines mobility as: "The ability to move people and goods from place to place, or the potential for movement. Mobility improves when the transportation network is refined

or expanded to improve capacity of one or more modes, allowing people and goods to move more quickly toward a destination”

This definition supports the regional mobility draft project objectives of moving beyond narrowly defining mobility as the movement of automobiles. Additional consideration should be given to the relationship between mobility and accessibility.

### **Managing for project success**

#### **• How will we know if this project is successful?**

The project will be successful if it aligns regional goals such as mode share, VMT reduction, and greenhouse gas reductions with regional and city mobility policies. It should be outcome-based and seek to advance multiple outcomes for both transportation and land use. It needs to utilize measures and data that are available at various scales. This is a complex and challenging project, but the key for implementation is that it needs to be clear and objective for local jurisdictions and partners. There should also be room for flexibility so that local jurisdictions can define performance measures for local facilities.

#### **• What is the most important thing for this project to get right?**

Thresholds for multimodal impacts that are achievable and that facilitate regional growth that is consistent with the 2040 Growth Concept and other regionally adopted targets.

#### **• Did we miss anything in the draft project objectives?**

Identify a menu of potential interventions and mitigations for system plans, mobility corridor, and plan amendments that exceed the acceptable thresholds for impacts to the multimodal transportation system. We're also interested in looking at auto diversion at the project level. For example, which performance measures should be used when there is diversion from a road lane reallocation.

### **Informing the project engagement approach**

#### **• How do you want to be engaged in this project?**

This is a priority project for Portland and we would like to be engaged at all phases. We are in the early stages of beginning to update our performance measures for development review and for our system planning. We want to closely and thoughtfully coordinate with you on these initiatives.

#### **• Who else should we be talking to?**

Eric Engstrom & Tom Armstrong at BPS have a strong interest in this project. Matt Berkow and Kurt Kruger in PBOT's Development Permitting group are key stakeholders for development review measures. Matt is leading the city's efforts to update transportation performance measures related to development.

### **Additional thoughts about the project**

#### **• Is there anything else you want to tell us?**

Thank you for meeting with us and for your continued collaboration!



Metro



## Regional Mobility Policy Update | Project Scoping Questions | Spring 2019

Name: Phil Healy Affiliation: Port of Portland

Date: 5/10/19

### Background

Since early 2019, Metro and ODOT have been working together to identify a project purpose, draft objectives and proposed approach for updating the regional mobility policy. Metro and ODOT staff will be meeting with staff from the City of Portland and county-level coordinating committee TACs to provide a project update and seek initial input on these questions:

### Understanding current approaches

- How do you use the existing regional mobility policy, measures, standards and targets?  
The Port used them to evaluate the Troutdale Interchange adequacy to support development of Troutdale Reynolds Industrial Park. A group of improvements was identified that would allow development and also meet the standards, although it was recommended that an exception be requested to one of the targets. We also used them to evaluate Marine Drive Interchange alternatives during CRC.
- What is working/not working with the current regional mobility policy, measures, standards and targets?  
The standards seem to work better in the suburban areas of the region than they are working in Portland. As population density and commerce in the region grow, without an expansion of facilities the standards are becoming difficult to meet in all areas of the region.

### Thinking about potential alternative approaches

- How should the region define mobility?  
It will depend of the type of facility designation and the location/land use. It is important to maintain freight mobility on freeways and arterials that have a Priority Truck Street designation. Other areas might have a multimodal level of service that favors other modes.

### Managing for project success

- How will we know if this project is successful?  
If you can develop policies and standards that meet your project objectives.

- What is the most important thing for this project to get right?  
Achieve transportation facility concurrency as appropriate for facility/land use type and mode.

- Did we miss anything in the draft project objectives?

**Informing the project engagement approach**

- How do you want to be engaged in this project?

Would like to see what happens with MAP-21 and FAST Act regulations for the throughway system.

- Who else should we be talking to?  
Oregon Trucking Association

**Additional thoughts about the project**

- Is there anything else you want to tell us?  
Thank-you for taking this on.



Metro

**Regional Mobility Policy Update | Project Scoping Questions | Spring 2019****Name:****Affiliation:****Date:****Background**

Since early 2019, Metro and ODOT have been working together to identify a project purpose, draft objectives and proposed approach for updating the regional mobility policy. Metro and ODOT staff will be meeting with staff from the City of Portland and county-level coordinating committee TACs to provide a project update and seek initial input on these questions:

**Understanding current approaches**

- How do you use the existing regional mobility policy, measures, standards and targets?
- What is working/not working with the current regional mobility policy, measures, standards and targets?

**Thinking about potential alternative approaches**

- How should the region define mobility?

**Managing for project success**

- How will we know if this project is successful?
- What is the most important thing for this project to get right?

- Did we miss anything in the draft project objectives?

**Informing the project engagement approach**

- How do you want to be engaged in this project?

- Who else should we be talking to?

**Additional thoughts about the project**

- Is there anything else you want to tell us?



**Subject:** Regional Mobility Policy Update Comments

**Date:** Monday, May 13, 2019 at 9:01:35 AM Pacific Daylight Time

**From:** Dayna Webb

**To:** Kim Ellis, Lidwien Rahman (Lidwien.RAHMAN@odot.state.or.us)

Ladies-

I apologize this is late. Here are a few quick comments/questions from Oregon City:

- As I mentioned at CTAC, Table 2.4 Interim Regional Mobility Policy Note F applies to Hwy 213 & Beaver Creek Road. Oregon City will also need certainty that the Hwy 213 & Beaver Creek Road intersection is addressed as we are actively working on development of the Beaver Creek Concept Plan Area which relies on our current amendment. As we work through an update to the policy, we will need to either wrap this intersection into the new policy, or keep it as a separate note in an updated table.
- Is there a good location or map from the RTP that identifies the corridors that will be included in this work or is that something that still needs to be determined?
- Oregon City would be interested in being part of the local agency stakeholder or technical group if such a group is pulled together.

Please let me know if you have any questions or need anything additional.

Thanks,

Dayna



**Dayna Webb, P.E.**  
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**Regional Mobility Policy Update | Project Scoping Questions | Spring 2019****Name:****Affiliation:****Date:****Background**

Since early 2019, Metro and ODOT have been working together to identify a project purpose, draft objectives and proposed approach for updating the regional mobility policy. Metro and ODOT staff will be meeting with staff from the City of Portland and county-level coordinating committee TACs to provide a project update and seek initial input on these questions:

**Understanding current approaches**

- How do you use the existing regional mobility policy, measures, standards and targets?
- What is working/not working with the current regional mobility policy, measures, standards and targets?

**Thinking about potential alternative approaches**

- How should the region define mobility?

**Managing for project success**

- How will we know if this project is successful?
- What is the most important thing for this project to get right?

- Did we miss anything in the draft project objectives?

**Informing the project engagement approach**

- How do you want to be engaged in this project?

- Who else should we be talking to?

**Additional thoughts about the project**

- Is there anything else you want to tell us?

## Regional Mobility Policy Scoping Questionnaire

Washington County Staff Responses (May 23, 2019)

### Understanding current approaches

- **How do you use the existing regional mobility policy, measures, standards and targets?**

The Regional Transportation Functional Plan (RTFP) requires the use of the interim mobility measures, standards and targets. The performance metrics required in the RTFP include much more than the interim regional mobility volume-to-capacity assessment. The RTFP also requires the county TSP to demonstrate compliance with a number of other performance standards. Furthermore, the RTFP also requires that cities and counties consider an array of strategies before adding motor vehicle capacity (3.08.220).

The Washington County TSP adopted mobility standards consistent regional mobility policy in 2002. In response to RTFP 3.08.220 the Washington County TSP contains adopted Strategy 5.1.4 which states:

*Strategy 5.1.4 - Prior to adding through travel lane capacity to the Lane Numbers Map, or elsewhere in the transportation system plan, consider the following strategies in the order listed below:*

- A. Transportation System Management strategies, including Travel Demand Management, safety, operational and access management improvements.
- B. Bicycle and pedestrian system improvements.
- C. Appropriate lane-markings, safety improvements and other operational devices to improve traffic flow.
- D. Land Use strategies to reduce motor vehicle congestion and peak period demand.
- E. Parallel connections and local street connectivity improvements.

In addition to the motor vehicle capacity expansion strategy and motor vehicle mobility standards, the Washington County TSP augmented the regional measures with a number of other performance metrics developed as part of the TGM grant efforts parallel to the TSP. These included:

- Walkway Completeness percentage
- Bikeway Completeness percentage
- Transit Access percentage
- Intersections per square mile
- Number of road miles per square mile
- Network locations without dead ends
- Miles of Multiuse Trails per 10,000 population
- Average and longest crossing spacing on Arterials
- Mode Share
- Low income and minority household areas with access to transit
- Percentage change in travel time on Arterial Corridors
- Change in Congested Roadway Miles (PM Peak)
- Vehicle Hours of Delay per capita
- Vehicle Miles Traveled per capita
- Combined change in Active Transportation modes

The Board of County Commissioners adopted findings that the TSP performance metrics were consistent with the requirements of the RTFP and TPR and no appeal was made.

The mobility standards of the Washington County TSP are used to guide the assessment of the planned transportation system. These standards are also used during the review of land development proposals as well as inform the development of capital improvement projects. For the review of development proposals, Washington County applies the volume-capacity ratio only when safety conditions warrant additional turn lanes or signals. The mobility standard is then applied to inform the design of the roadway improvements. For development of capital improvements, the anticipated volume-to capacity ratio is used to help inform the design of intersections, turn lanes and signal operations.

- **What is working/not-working with the current regional mobility policy, measures, standards and targets?**

The mobility requirements in the RTFP are poorly worded and confusing (example: meaning of the word “lower” in 3.08.230.B.1).

The demand-to-capacity ratio and other requirements reflect a measurement from a computer model that has no basis in reality (volume cannot actually exceed capacity). This situation is not measurable and difficult to describe to stakeholders. Other measurement techniques (like traffic counts) cannot be employed to determine if the standard is being met. The region needs new metrics to capture the reality on the ground, which is a range of mobility performance, inclusive of reliability metrics. Why model what we can measure?

This should include a quantification of the proportion of time that the system is operating in good health/working order so that the “modeled or projected” v/c, delay, etc can be realized. Models assume everything is working on the ground and that’s just not the case. Frequency and duration of time in failure mode would capture the real-life scenario of failed detection or communication leading to inefficient traffic operations and unnecessary delays. By making this a metric and quantifying it gives decision-makers the ability to enhance funding for sensors and communication systems, which are the foundation for quality traffic operations. These systems include advanced traffic signal performance measures (ATSPMs) which provide the input data to generate this type of failure mode metrics needed.

Metrics are needed to quantify system operation and describe critical attributes of the system:

- Queue lengths to document vehicle spillbacks - which increases crash exposure in addition to starving traffic movements leading to poor mobility and increased emissions
- The quantification of vehicle stops (% arrivals on green/red)
- Frequency of split failures (delays longer than one full cycle length)
- Delays without any conflicting traffic for all modes
- Frequency/magnitude of red light violations and steady hand violations (jaywalking)
- Transit delay due to boarding/alighting or other transit components, versus transit delay due to traffic congestion or traffic signal delays
- Quality of emergency vehicle preemption, transit priority, and railroad preemption (again health of system metrics)
- System bottleneck identification and quantification in reality. How often is the Columbia River Crossing or I-5 Boone Bridge in Wilsonville the critical bottleneck disrupting the entire freeway system?

These sorts of metrics tell the story of where and how improvements can be most effective, we need to understand the root cause(s) and not just attack the symptoms.

In addition to considering operational performance on the ground, we also need to apply tools that are consistent with the measures. This is particularly true with utilizing the current travel demand forecasting approaches to assess future demand to capacity ratios. The forecast now spreads the demand in time resulting in lower demand to capacity ratios. However, the measure does not account for the trips not occurring during the measured time period. Hours of congestion and/or number of trips that shift time periods are equally important descriptions of the system but not considered given the current measures.

Furthermore, it is unclear what to do when the current mobility targets are exceeded. Additional capacity is not necessarily an appropriate response. The guidance for adding treatments to consider prior to adding motor vehicle capacity does not necessarily arrive at a solution. There are limited procedures in place to accept this as an outcome of the planning process given the TPR and RTFP. The interim motor vehicle standards lack flexibility to respond to community aspirations. The community may not want to make improvements that would bring the location into compliance with the mobility target. And limited revenue / funding (and/or ability to proportionally condition a development) may be unavailable to make the improvement(s) even if the community did desire it.

All that said, the main thing that is not working is all the standards must all be measured for all locations. Different locations have different priorities. These priorities are generally established through the planning process. Each location should have the flexibility to establish the appropriate performance metrics and solutions measured against the selected measures. For example: A freeway corridor may have travel time reliability as an appropriate measure, while a town center might focus on sidewalk completeness. The requirements should focus on ensuring the outcomes are measurable and actionable rather than prescribing levels of performance.

## **Thinking about potential alternative approaches**

- **How should the region define mobility**

The region needs to define mobility from the user experience perspective, on the ground, reality. Users think of congestion in terms of delays, particularly for non-recurring delays, which is why reliability as a metric is important, but also a ratio of experienced travel time to free flow travel time (Washington County congestion score) is important to compare congestion across the region in understandable terms.

Mobility is different than accessibility and/or connectivity, a regional assessment of system connectivity and completeness could perhaps augment reliability and/or mobility measures but not function as a substitute.

## Managing for project success

- **How will we know if this project is successful?**

If the regional measures and resulting local requirements allow flexibility to measure community aspirations. This is particularly important for considering urban growth boundary expansion areas and the resulting off-site impacts in the adjacent and nearby neighborhoods and corridors.

Appropriate flexibility is needed for multimodal standards to address the aspirations of different roadways, corridors, centers and industrial areas. Such measurements and performance targets should be selected based on the existing circumstances and goals identified for that particular location. Regional multimodal performance measures should allow a location to select and prioritize metrics from a menu of appropriate measurement techniques. Targets for the location should be customized based on the existing and planned features for that location. The metrics should reflect the types of communities we want to aspire toward and standards and/or targets should support the goals of these communities, not hinder.

Metrics used by the transportation community should be meaningful, useful, scalable, and actionable. Projects should clarify between primary metrics impacting mobility (e.g. congestion, travel time, delay) and secondary outcome metrics such as emissions, climate change, crash exposure. You get what you measure, so the regional goals should be well supported by the empirical metrics.

In addition, there should be a reassessment 3 to 5 years after project completion to review how the adopted measures have been utilized and are working in practice.

- **What is the most important thing for this project to get right?**

Adequate flexibility. Regional private motor vehicle mobility continues to be an important measurement. A high quality of life of the region includes being able to drive across town for work or recreation. Any sort of region wide measure should respond to regional mobility that reflect longer motor vehicle trips. Communities should be allowed appropriate flexibility to identify and select from a menu of appropriate measures and targets.

This should be accompanied by a shift from discrete, limited inputs for performance metrics (e.g. one-day counts, average peak hour performance) to more continuous, field-based inputs (e.g. 24/7 travel time, speed, count measuring systems, high-resolution traffic signal controller logging system) to enhance accuracy of performance measures and provide a more complete measurement of the system.

- **Did we miss anything in the draft project objectives?**

Yes. Three areas of concern:

1. Any standard that cities and counties are required to implement should be based on the results of statistically valid survey(s). Such a survey can be developed to inform the appropriate thresholds for the region. Regional mobility is an aspect of quality of life. Regional aspirations regarding mobility and quality of life should be established through a statistically valid survey



rather than by the opinion of staff, activists and/or elected representatives. A statistically valid survey that measures the acceptable range of reliability metrics and other transportation trade-offs should inform this discussion.

2. The scope should explicitly address the impact of queuing, time of day and the duration of congestion.

3. Performance standards are needed for collectors and areas in addition to the throughways and arterial performance standards proposed in the current scope (perhaps that is intended but not clearly articulated).

### **Inform the project engagement approach**

- **How do you want to be engaged in this project?**

Through a peer review process. Information distributed to appropriate agency staff with adequate time for comments. Comments should be incorporated into revisions or otherwise addressed and second round of comments post-revision is needed.

- **Who else should we be talking to?**

The general public should be engaged using statistically valid survey(s) that focus on acceptable range of metrics, thresholds and trade-offs.

### **Additional thoughts about the project**

- **Is there anything else you want to tell us?**

1. While far from perfect, the existing measurement techniques and standards are still used on a regular basis throughout the region in numerous ways (example: SW Corridor traffic mitigation). These standards should remain in place and unchanged. Changes proposed though this process would perhaps provide additional metrics and/or allowance to exceed the standards depending on the circumstances. The existing tools are important and should continue until such time that the engineering community is comfortable applying any new techniques proposed.
2. The existing standard allows up to 10% more motor vehicle demand than possible to accommodate. When the current standards were developed it was explained to the business community that these standards could not be reduced further. The word interim was applied to express that other measures and grades for motor vehicle deficiencies would need to be developed. The main point at that time included that measures of the duration of congestion and reliability would be developed as the techniques from activity based travel forecasting models became available. The activity based travel forecasting models have not yet been able to provide this information. A more realistic approach is needed. The approach should focus on using available tools and techniques. Measures of performance should assess the system in ways it actually can perform and describe the system performance from the user experience perspective, on the ground, reality.

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**Regional Mobility Policy Update | Project Scoping Questions | Spring 2019****Name: Bob Short****Affiliation: Short Associates****Date: 6/6/2019****Understanding current approaches**

- **How do you use the existing regional mobility policy, measures, standards and targets?**

I have no idea.

- **What is working/not working with the current regional mobility policy, measures, standards and targets?**

Infrastructure hasn't kept up with population.

**Thinking about potential alternative approaches**

- **How should the region define mobility?**

It's jargon. It means whatever you (i.e. government) want it to mean.

**Managing for project success**

- **How will we know if this project is successful?**

Traffic won't get any worse.

- **What is the most important thing for this project to get right?**

Providing adequate infrastructure to meet population growth. This will mean building roads. Trying to force people out of their cars is a pipe dream.

- **Did we miss anything in the draft project objectives?**

Probably.

**Informing the project engagement approach**

- **How do you want to be engaged in this project?**

I don't, particularly.

- **Who else should we be talking to?**

Blue collar folks who can't feasibly get to work on a bus or bike..

**Additional thoughts about the project**

**• Is there anything else you want to tell us?**

No.



Metro

Oregon  
Department  
of Transportation**Mobility Policy Update | MPO and Research Center Project Scoping Questions | July 2019**

Name: Joe Broach

Date: 7/25/2019

**Background**

Since early 2019, Metro and ODOT have been working together to identify a project purpose, draft objectives and proposed approach for updating the mobility policy contained in the Regional Transportation Plan (RTP) and Oregon Highway Plan (OHP).

**We'd like your input on these questions by July 17, 2019:****Defining mobility**


---

What does the term "mobility" mean to you?

Personal: The ease (time, cost, safety, comfort, enjoyment, options) of getting around.

Regional: Reliability/consistency of travel times at specific times of day.

How do we know if it is equitable?

Some basic "Adequate" level of mobility for all groups (age, income, gender, ability), with further benefits accruing in a progressive manner; i.e., greater benefit to those at greater initial disadvantage.

**Understanding current approaches**


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What is working/not working with the current regional mobility policy, measures, standards and targets and/or how it is technically measured?

(LOS) LOS is simple to compare and present. Doesn't capture conditions well on roadways like urban arterials without restricted access. Fails to adequately capture full benefits of multimodal projects. Lack of continuous measure (six point scale) creates weird incentives around breakpoints. Doesn't explicitly measure reliability of travel times. Capacity of a roadway or intersection is difficult to measure. Fails to account for distribution of costs/benefits to different groups/markets/geographies.

**Thinking about potential alternative approaches**


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What alternative measures and methods are most important to be considered in this project?

Specifically: An interesting line of research is the ODOT/Portland State University developed Transportation Cost Index (TCI, <https://rosap.ntl.bts.gov/view/dot/32297>). It's fairly simple to present and compare, fairly standard across modes, and seems closer to describing how people are actually affected by the transportation system in terms of the cost of getting where they want to go.

Generally: I think a replacement measure needs to be evaluated on at least the following criteria:

- Simplicity: in concept, measurement and presentation
- Consistency: multiple measures create the problem of how to weight relative to one another; even worse if measures mode-specific
- Sensitivity: able to capture the full range of likely policies (including land use, all current mode options, and shifting transportation technologies) over the full range of geographic and project scales that need to be evaluated
- Granularity: able to distinguish impacts to specific groups, market segments, and geographies of interest to policy
- Tractability: data and tools need to exist and have reasonable requirements both for baseline and forecast calculations
- To the extent possible, measures should explicitly connect to broader goals, like greenhouse gas reduction or safety improvements. For instance, VMT is directly related to emissions, while LOS is only loosely associated, at best.

Should the updated policy and associated measures be different for different areas and/or facilities (e.g. arterials vs. throughways, centers vs. industrial areas, regional freight network vs. other regional routes)? If so, how might they vary?

I would say probably different for different market segments based on what each values (e.g., personal non-commute travel vs freight vs commute travel). The calculation of the measure might differ by type of facility, but the measures themselves would ideally be consistent across facilities/areas. For any measure/method, it's important to capture network effects and not only local facility or area impacts.

### **Managing for project success**

How will we know if this project is successful?

If it strikes a balance between capability and complexity so that the new policy measures are sensitive to a range of interesting policy options but still able to be conveyed to a broad audience and tracked over time.

What is the most important thing for this project to get right?

Defining the most important capabilities of new mobility policy measures and then identifying valid but tractable methods to calculate them.

What would you like/not like to see in this project?

Like: multimodal; broad range of policy impacts captured (including non-transportation like land use); ability to identify distribution of costs benefits by market segment, group, geography; incorporation of uncertainty under different policy scenarios/outcomes; better identifying/defining aspects of transportation system performance that people (or firms) most value

Not like: different measures for different modes,

Did we miss anything in the draft project objectives?

I thought the projective objective list was excellent and nearly comprehensive. The only things I would suggest is explicitly including recognition/capture of network effects and uncertainty of various policies in any new measure/method.

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**Informing the project engagement approach**

How do you want to be engaged in this project?

Opportunity to comment at key decision points, especially regarding incorporation of non-motorized mobility/accessibility measurement.

Who else should we be talking to?

NITC / Portland State; potentially TRB committees focused on mobility/performance measurement?

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**Additional thoughts about the project**

Is there anything else you want to tell us?

Thanks for tackling this in such a comprehensive and inclusive way!

**How your responses will be used**

Your responses along with feedback gathered through stakeholder interviews and other planned engagement activities will be used to develop a scope of work and public engagement plan for consideration by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council in the fall 2019.

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## Mobility Policy Update | Project Scoping Questions | Summer 2019

Name: City of Tigard

Date: 08/20/2019

### Background

Since early 2019, Metro and ODOT have been working together to identify a project purpose, draft objectives and proposed approach for updating the mobility policy contained in the Regional Transportation Plan (RTP) and Oregon Highway Plan (OHP). Visit the project website for more information at [www.oregonmetro.gov/mobility](http://www.oregonmetro.gov/mobility).

### Defining mobility

---

What does the term “mobility” mean to you?

Mobility is *physical travel that provides access to daily requirements* such as employment, education, health care, shopping, services, and recreation. In cities, mobility and access are achieved through a variety of means including walking, bicycling, public transit, mobility devices, automobiles, motorcycles, and more. Movement of goods to support economic activity via freight is also a critical component of mobility.

How do we know if it is equitable?

Applying and effectively implementing an equity filter to our transportation policies and decision-making tools could radically alter the types of investments we make and the outcomes we see on the ground. We know that only a portion of the population can drive – many do not, or cannot due to socio-economic factors, age, ability, or some other reason. Here are some thoughts on what equitable mobility might look like:

- When low income or minority households are not spending a disproportionate amount of their income on transportation relative to higher income households.
- When severe injuries and deaths caused by speeding vehicles do not disproportionately occur in low income or minority neighborhoods relative to higher income neighborhoods, or do not disproportionately impact vulnerable roadway users.
- When transit service, particularly that serving low income or minority neighborhoods, is time and cost competitive.
- When sidewalks and bike facilities in low income or minority neighborhoods are equal to the quantity and quality of facilities in higher income neighborhoods.
- When parents feel their children can safely walk, bike, or ride the bus to school without risk of injury or death from a passing vehicle.
- When the negative external costs of an auto-dependent transportation system are accounted for and borne by those using the system – with revenue generated invested in non-auto modes.

Effectively and equitably serving the mobility needs of people within cities is inherently complex and is also subject to political realities. That said, our policies and decision-making tools should be designed to more equitably distribute both positive and negative impacts. To move in this direction means evaluating past transportation policies and investments that may have

disproportionally negatively impacted specific populations and altering those to “level the playing field,” so to speak, rather than continue with a business as usual approach.

The City of Tigard recently adopted a [Complete Streets Policy](#) which states, “*Tigard’s transportation system should serve all users equitably. To the maximum extent possible, the City will develop and manage rights-of-way that are safe, integrated, and connected to promote access and mobility for all users. In particular, the City will work to address and enhance the safety of vulnerable roadway users.*” Going forward, this new policy will help inform the development of our own internal performance metrics.

### **Understanding current approaches**

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What is working/not working with the current regional mobility policy, measures, standards and targets and/or how it is technically measured?

Despite well-intentioned policy goals and objectives at the state, regional, and local level that speak to the importance of reducing VMT, reducing congestion, reducing transportation-related GHG emissions, creating livable communities, and providing multi-modal transportation systems, our method of measuring transportation system performance through volume to capacity and level of service is fundamentally auto-centric and results in investments and “fixes” that perpetuate an auto-centric transportation system.

Moreover, it’s problematic that our current regional models and tools, being auto-centric, are unable to pick up the reduction in VMT that is known to occur with mixed-use development. The tools we use to determine impacts of new development still lead us down a path of over-building intersections and roadways to facilitate *more* auto travel. While perhaps unintentional, this pattern of over-building ultimately discourages the types of travel needed to meet our policy goals and objectives.

### **Thinking about potential alternative approaches**

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What alternative measures and methods are most important to be considered in this project?

If the state and the region are to reduce the climate impact of their transportation systems and start transitioning toward climate-resiliency, a significant re-imagining of how we measure mobility and performance is required. There are likely several different alternative approaches that could move us in the desired direction. One method could be to move from V/C & LOS-focused methodology to a method that measures (and calls for reductions in) VMT. At the same time, developing more effective tools for measuring multi-modal level of service will be important. It will be interesting to see the results of your case study research and to hear success stories and lessons learned from other states and regions.

Should the updated policy and associated measures be different for different areas and/or facilities (e.g. arterials vs. throughways, centers vs. industrial areas, regional freight network vs. other regional routes)? If so, how might they vary?

Yes, especially considering the differences in land use and development between urban, suburban,

and rural areas. The new policy could even consider ways of reframing transportation investments from intersections, corridors, and facilities toward investments in more walkable and transit accessible places.

### **Managing for project success**

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How will we know if this project is successful?

We will know if this project is successful if the design and implementation of new measures results in achievement of high-level transportation policy goals and objectives at the state, regional, and local level. That means we would see reduced VMT, reduced emissions, increased safety, and increased travel time reliability to name a few. Ultimately, it would lead us toward less auto-reliant cities. Of course, buy-in at the local level is going to be important so effective communications and framing of the issues should be front and center.

What is the most important thing for this project to get right?

There is a lot riding on this project. Over twenty years ago, a disconnect was recognized between the way we measure transportation system performance (and mobility) and our high-level policy goals and objectives. If the project is bold and innovative, it could help bridge this gap and transform the way we invest in transportation. Like other projects of this scale, messaging and communication are going to be important. Given the increased focus on climate impacts of our transportation system, increased focus on traffic safety, and upward trending VMT and congestion over the past several years, the potential positive outcomes of a new mobility policy must be communicated. It's also going to be important for the project to think more broadly about the connections between land use and transportation (rather than the current model of development impacts triggering expansion of roadways).

What would you like/not like to see in this project?

Nothing else to note.

Did we miss anything in the draft project objectives?

Objectives seem well thought out.

### **Informing the project engagement approach**

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How do you want to be engaged in this project?

Please keep Tigard staff on notice for meetings and for opportunities to provide input.

Who else should we be talking to?

Developers, community groups, transportation advocacy groups.

**Additional thoughts about the project**

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Is there anything else you want to tell us?

No.

If you would prefer to email your responses, please send your answers to Kim Ellis (kim.ellis@oregonmetro.gov) and Lidwien Rahman (lidwien.rahman@odot.state.or.us).

**How your responses will be used**

Your responses along with feedback gathered through stakeholder interviews and other planned engagement activities will be used to develop a scope of work and public engagement plan for consideration by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council in the fall 2019.



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## Mobility Policy Update | Project Scoping Questions | Summer 2019

Name: Abe Moland, Clackamas County Public Health, Kathleen Johnson, Washington County Public Health, Brendon Haggerty and Andrea Hamberg, Multnomah Environmental Health

Date: September 10<sup>th</sup>, 2019

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### Background

Since early 2019, Metro and ODOT have been working together to identify a project purpose, draft objectives and proposed approach for updating the mobility policy contained in the Regional Transportation Plan (RTP) and Oregon Highway Plan (OHP). Visit the project website for more information at [www.oregonmetro.gov/mobility](http://www.oregonmetro.gov/mobility).

### Defining mobility

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What does the term “mobility” mean to you?

- Mobility refers to the ease and access a person has to all modes of travel, whether they are walking, rolling, biking, catching a ride, taking a bus, or driving themselves.
- Mobility is shaped by a person’s ability and experiences as much as it is by the built, social, economic, and political environment.
- Historic policy and investment decisions that propagated structural racism and biased exclusion have lasting impacts on mobility inequities today.
- Mobility is hindered or enabled by perceived and actual safety, ease and comfort, price and technology access, physical access and proximity, service schedule and availability, land use, housing, employment.

How do we know if it is equitable?

Mobility is equitable when strategies used:

- Address historic barriers to opportunity like structural racism, discrimination, or disenfranchisement;
- Measure disparities before and after implementation to reduce inequities;
- Involves members from low-income communities and communities of color as full partners in planning;
- Result in no differences in travel option access or burden across race, gender, or economic status.

### Understanding current approaches

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What is working/not working with the current regional mobility policy, measures, standards and targets and/or how it is technically measured?

The current mobility policy:

- Limits regional progress on multi-modal measurement by solely measuring vehicles;
- Propagates negative health externalities by incentivizing auto-oriented projects that increase the release of greenhouse gases and air pollutants, increasing sedentarism in vehicles, and increasing the risk of fatal and serious injury crashes for drivers and other vulnerable road users;

### Thinking about potential alternative approaches

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What alternative measures and methods are most important to be considered in this project?

- Methods should involve communities of color and low-income communities in the decision-making process.
- Alternative measures should be reviewed for health-related outcomes incentivized by the metric.
- Vehicle Miles Traveled (VMT) should be considered as an alternative measure.
  - VMT shifts the measure evaluation focus from traffic congestion to the act of driving itself.
  - Measuring and forecasting VMT allows for mitigation around transportation demand management strategies like transit subsidies, rideshare programs, bike facilities, and walkability improvements, all of which are health promoting.

Should the updated policy and associated measures be different for different areas and/or facilities (e.g. arterials vs. throughways, centers vs. industrial areas, regional freight network vs. other regional routes)? If so, how might they vary?

- All policies and measures should uphold a constant eye to equity and acknowledgement of communities who have been marginalized or experienced inequitable development practices.
- Depending on mobility measure selected, different management strategies may be more appropriate than others and have differential health impacts based on area specifics.
- Care should be taken in areas adjacent to throughways not to degrade multi-modal travel options or safety. In other words, LOS on freeways shouldn't force a nearby neighborhood to accept more pollution and injury risk.
- Areas with a high risk of displacement should face extra scrutiny.

### Managing for project success

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How will we know if this project is successful?

The project has intentionally engaged multiple sectors and communities to define and enhance mobility with relation to health, well-being, and equitable opportunity.

What is the most important thing for this project to get right?

Community engagement and cross-sector involvement.

Consistency with Metro's climate and equity goals

What would you like/not like to see in this project?

We would like to see an explicit connection of health and equity with the new mobility measure. Specifically, is the new measure likely to have unintended consequences? Would it affect physical activity, air pollution, or safety? How would those impacts be distributed across race and income groups?

Did we miss anything in the draft project objectives?

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**Informing the project engagement approach**

How do you want to be engaged in this project?

Application of health perspective in an applied scenario of the proposed measure.

Who else should we be talking to?

- Stakeholders in the health care sector who work with transportation-disadvantaged (Health Share of Oregon & NEMT systems, county health clinic directors)

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**Additional thoughts about the project**

Is there anything else you want to tell us?

If you would prefer to email your responses, please send your answers to Kim Ellis (kim.ellis@oregonmetro.gov) and Lidwien Rahman (lidwien.rahman@odot.state.or.us).

**How your responses will be used**

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If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

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