

# Agenda



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Meeting: Transportation Policy Alternatives Committee (TPAC) and Metro Technical  
Advisory Committee (MTAC) Workshop  
Date: Wednesday, June 19, 2019  
Time: 9:30 a.m. – 12 p.m.  
Place: Metro Regional Center, Council Chamber

- 
- |                 |             |   |  |
|-----------------|-------------|---|--|
| <b>9:30 am</b>  | <b>1.</b>   | <b>Call To Order and Introductions</b>  | <b>Tom Kloster, Chair</b>                            |
| <b>9:40 am</b>  | <b>2. *</b> | <b>Committee and Public Communications On Agenda Items</b> <ul style="list-style-type: none"><li>• Regional Growth Concept Refresh: update on work program development (Ted Reid)</li></ul>   |  |
| <b>10:00 am</b> | <b>3. *</b> | <b>Regional Mobility Policy Update</b> <p>Purpose: Report stakeholder feedback received to date and seek additional feedback on project goals, approach and potential issues to address. Your feedback will inform developing a draft work plan and engagement plan for review.</p> <p>Small group discussion questions:</p> <ul style="list-style-type: none"><li>• What does the term “mobility” mean to you? How do we know if it is equitable?</li><li>• What measures are most important to be considered in this project?</li><li>• Should the updated policy and associated measure be different for different areas and/or facilities (e.g. arterials vs. throughways)? If so, how might they vary?</li><li>• Did we miss anything in the project objectives?</li></ul> | <b>Kim Ellis, Metro<br/>Lidwien Rahman,<br/>ODOT</b> |
| <b>11:00 am</b> | <b>4. *</b> | <b>Oregon Household Travel Survey Overview</b> <p>Purpose: Present an update and status report on the next household travel survey effort. The presentation will cover preparation work completed to date, project approach, next steps, a tentative implementation timeline, and other important project milestones.</p>   | <b>Chris Johnson, Metro</b>                          |
| <b>11:30 am</b> | <b>5. *</b> | <b>Jurisdictional Transfer Project Update</b> <p>Purpose: Provide TPAC and MTAC with an overview of the project.</p>  | <b>John Mermin, Metro</b>                            |
| <b>12 p.m.</b>  | <b>6.</b>   | <b>Adjourn</b> <p><b>Next TPAC Meeting: July 12, 2019 (if cancelled, notification will be sent)</b></p> <p><b>Next MTAC Meeting: July 17, 2019 (if cancelled, notification will be sent)</b></p> <p><b>Next TPAC/MTAC Workshop Meeting: August 21, 2019 (if cancelled, notification will be sent)</b></p>   | <b>Tom Kloster, Chair</b>                            |

\* Material will be emailed with meeting notice  
To check on closure or cancellation during inclement weather  
call 503-797-1700.

# Metro respects civil rights

Metro fully complies with Title VI of the Civil Rights Act of 1964 and related statutes that ban discrimination. If any person believes they have been discriminated against regarding the receipt of benefits or services because of race, color, national origin, sex, age or disability, they have the right to file a complaint with Metro. For information on Metro's civil rights program, or to obtain a discrimination complaint form, visit [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights) or call 503-813-7514. Metro provides services or accommodations upon request to persons with disabilities and people who need an interpreter at public meetings. If you need a sign language interpreter, communication aid or language assistance, call 503-797-1890 or TDD/TTY 503-797-1804 (8 a.m. to 5 p.m. weekdays) 5 business days before the meeting. All Metro meetings are wheelchair accessible. For up-to-date public transportation information, visit TriMet's website at [www.trimet.org](http://www.trimet.org).

## Thông báo về sự Metro không kỳ thị của

Metro tôn trọng dân quyền. Muốn biết thêm thông tin về chương trình dân quyền của Metro, hoặc muốn lấy đơn khiếu nại về sự kỳ thị, xin xem trong [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Nếu quý vị cần thông dịch viên ra dấu bằng tay, trợ giúp về tiếp xúc hay ngôn ngữ, xin gọi số 503-797-1890 (từ 8 giờ sáng đến 5 giờ chiều vào những ngày thường) trước buổi họp 5 ngày làm việc.

## Повідомлення Metro про заборону дискримінації

Metro з повагою ставиться до громадянських прав. Для отримання інформації про програму Metro із захисту громадянських прав або форми скарги про дискримінацію відвідайте сайт [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights) або Якщо вам потрібен перекладач на зборах, для задоволення вашого запиту зателефонуйте за номером 503-797-1890 з 8.00 до 17.00 у робочі дні за п'ять робочих днів до зборів.

## Metro 的不歧視公告

尊重民權。欲瞭解Metro民權計畫的詳情，或獲取歧視投訴表，請瀏覽網站 [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)。如果您需要口譯方可參加公共會議，請在會議召開前5個營業日撥打503-797-1890（工作日上午8點至下午5點），以便我們滿足您的要求。

## Ogeysiiska takooris la'aanta ee Metro

Metro waxay ixtiraamtaa xuquuqda madaniga. Si aad u heshid macluumaad ku saabsan barnaamijka xuquuqda madaniga ee Metro, ama aad u heshid warqadda ka cabashada takoorista, booqo [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Haddii aad u baahan tahay turjubaan si aad uga qaybqaadatid kullaan dadweyne, wac 503-797-1890 (8 gallinka hore illaa 5 gallinka dambe maalmaha shaqada) shan maalmo shaqa ka hor kullanka si loo tixgaliyo codsashadaada.

## Metro의 차별 금지 관련 통지서

Metro의 시민권 프로그램에 대한 정보 또는 차별 항의서 양식을 얻으려면, 또는 차별에 대한 불만을 신고 할 수 [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). 당신의 언어 지원이 필요한 경우, 회의에 앞서 5 영업일 (오후 5시 주중에 오전 8시) 503-797-1890를 호출합니다.

## Metroの差別禁止通知

Metroでは公民権を尊重しています。Metroの公民権プログラムに関する情報について、または差別苦情フォームを入手するには、[www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)。までお電話ください公開会議で言語通訳を必要とされる方は、Metroがご要請に対応できるよう、公開会議の5営業日前までに503-797-1890（平日午前8時～午後5時）までお電話ください。

**ការម** Metro  
ការគោរពសិទ្ធិពលរដ្ឋរបស់ ១ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro  
ឬដើម្បីទទួលបានក្បួនបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ  
[www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)  
បើលោកអ្នកត្រូវការអនុបកប្រែភាសានៅពេលអង្គ  
បុណ្យសាធារណៈ សូមទូរស័ព្ទលេខ 503-797-1890 (ម៉ោង 8 រឺក្នុងម៉ោង 5 ល្ងាច  
ថ្ងៃអាទិត្យ) ប្រាំពីរថ្ងៃ  
ថ្ងៃមុន មុនថ្ងៃបុណ្យសាធារណៈឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក

## إشعار بحقوق مدني من Metro

تحتزم Metro الحقوق والمدنية للمزيد من المعلومات حول برنامج Metro لحقوق والمدنية أو لإبداء شكوى خذات مديري رجي زيارة الموقع الإلكتروني [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). إن كنت بحاجة إلى مساعدة في اللغة، ي ج ب عليك الاتصال مقدم برفق لهاتف 503-797-1890 من الساعة 8 صباحاً حتى الساعة 5 مساءً، أيام الاثنين إلى الجمعة قبل خمسة ( ) أيام عمل من موعد الاجتماع.

## Paunawa ng Metro sa kawalan ng diskriminasyon

Iginagalang ng Metro ang mga karapatang sibil. Para sa impormasyon tungkol sa programa ng Metro sa mga karapatang sibil, o upang makakuha ng porma ng reklamo sa diskriminasyon, bisitahin ang [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Kung kailangan ninyo ng interpreter ng wika sa isang pampublikong pulong, tumawag sa 503-797-1890 (8 a.m. hanggang 5 p.m. Lunes hanggang Biyernes) lima araw ng trabaho bago ang pulong upang mapagbigyan ang inyong kahilingan. Notificación de no discriminación de Metro.

## Notificación de no discriminación de Metro

Metro respeta los derechos civiles. Para obtener información sobre el programa de derechos civiles de Metro o para obtener un formulario de reclamo por discriminación, ingrese a [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Si necesita asistencia con el idioma, llame al 503-797-1890 (de 8:00 a. m. a 5:00 p. m. los días de semana) 5 días laborales antes de la asamblea.

## Уведомление о недопущении дискриминации от Metro

Metro уважает гражданские права. Узнать о программе Metro по соблюдению гражданских прав и получить форму жалобы о дискриминации можно на веб-сайте [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Если вам нужен переводчик на общественном собрании, оставьте свой запрос, позвонив по номеру 503-797-1890 в рабочие дни с 8:00 до 17:00 и за пять рабочих дней до даты собрания.

## Avizul Metro privind nediscriminarea

Metro respectă drepturile civile. Pentru informații cu privire la programul Metro pentru drepturi civile sau pentru a obține un formular de reclamație împotriva discriminării, vizitați [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Dacă aveți nevoie de un interpret de limbă la o ședință publică, sunați la 503-797-1890 (între orele 8 și 5, în timpul zilelor lucrătoare) cu cinci zile lucrătoare înainte de ședință, pentru a putea să vă răspunde în mod favorabil la cerere.

## Metro txoj kev ntxub ntxaug daim ntawv ceeb toom

Metro tributes cai. Rau cov lus qhia txog Metro txoj cai kev pab, los yog kom sau ib daim ntawv tsis txaus siab, mus saib [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Yog hais tias koj xav tau lus kev pab, hu rau 503-797-1890 (8 teev sawv ntxov txog 5 teev tsaus ntuj weekdays) 5 hnub ua hauj lw m ua nte ntawm lub rooj sib tham.



**2019 MTAC meetings and TPAC/MTAC workshop meetings Work Program  
5/22/2019**

<p><b>January 16, 2019 – MTAC Meeting</b> <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>• 2019 Schedule and Proposed Agenda Items</li> <li>• 2018 UGB Decision Debrief</li> <li>• 2019 Housing Bond Work</li> </ul>	<p><b>February 20, 2019 – TPAC/MTAC Workshop</b> <u>No meeting called</u></p>
<p><b>March 20, 2019 – MTAC Meeting - Cancelled</b> <u>No meeting called</u></p>	<p><b>April 17, 2019 – TPAC/MTAC Workshop</b> <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>• Designing Livable Streets &amp; Trails Guidelines (McTighe)</li> <li>• Regional Emergency Transportation Routes Work Plan (Kim Ellis, Metro/Laura Hanson, RPDO)</li> </ul>
<p><b>May 15, 2019 – MTAC Meeting - Cancelled</b> <u>No meeting called</u></p>	<p><b>June 19, 2019 – TPAC/MTAC Workshop (9:30 a.m. start)</b> <u>Comments from the Chair</u></p> <ul style="list-style-type: none"> <li>• Regional Growth Concept Refresh: update on work program development (Reid)</li> </ul> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>• Regional Mobility Policy Update (Kim Ellis, Metro/Lidwien Rahman, ODOT; 60 min)</li> <li>• Oregon Household Travel Survey Overview (Chris Johnson; 30 min)</li> <li>• Jurisdictional Transfer Project Update (John Mermin; 30 min)</li> </ul>
<p><b>July 17, 2019 – MTAC Meeting</b> <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p>	<p><b>August 21, 2019 – TPAC/MTAC Workshop</b> <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p>
<p><b>September 18, 2019 – MTAC Meeting</b> <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>• Regional Emergency Transportation Routes Work Plan Update (Kim Ellis, Metro/Laura Hanson, RPDO; 60 min)</li> <li>• 2040 Regional Growth Concept Refresh (Ted Reid; 60 min)</li> </ul>	<p><b>October 16, 2019 – TPAC/MTAC Workshop</b> <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>• State of Transportation Safety Within the Region (Lake McTighe; 60 min)</li> <li>• Air Quality Review (Grace Cho; 60 min)</li> </ul>
<p><b>November 20, 2019 – MTAC Meeting</b> <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>• Designing Livable Streets &amp; Trails Guidelines (McTighe; 60 min)</li> </ul>	<p><b>December 18, 2019 – TPAC/MTAC Workshop</b> <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>• Best Practices and Data to Support Natural Resources Protection (Metro Parks and Metro Planning Staff; 60 min)</li> </ul>

**Parking Lot:**

MTAC meetings held every other month, starting January on the 3<sup>rd</sup> Wednesday of the month from 10:00 a.m. to 12 p.m.

TPAC/MTAC workshops held every other month, starting February, 3<sup>rd</sup> Wednesday of the month from 10:00 a.m. to 12 p.m.

For MTAC and TPAC agenda and schedule information, call 503-797-1766 or e-mail [marie.miller@oregonmetro.gov](mailto:marie.miller@oregonmetro.gov)

In case of inclement weather, call 503-797-1700 by or after 6:30 a.m. for building closure announcements.

## 2019 TPAC Work Program

As of 6/12/2019

*NOTE: Items in **italics** are tentative; **bold** denotes required items*

<p style="text-align: center;"><b><u>TPAC June 7, 2019 Meeting CANCELLED</u></b></p> <p style="text-align: center;"><b><u>Upcoming TPAC Workshops in June</u></b></p> <p><b>TPAC Equity Workshop #1</b> Members/alternates only  <b>Date: Friday, June 14, 2019</b>  <b>Time:</b> 9 a.m. – 1 p.m.  <b>Location:</b> Metro Regional Center, room 401</p> <p><b>TPAC/MTAC Combined Workshop</b>  <b>Date: Wednesday, June 19, 2019</b>  <b>Time:</b> 9:30 a.m. – 12 p.m.  <b>Location:</b> Metro Regional Center, Council chamber</p> <p><b>TPAC Equity Workshop #2</b> Members/alternates only  <b>Date: Wednesday, June 26, 2019</b>  <b>Time:</b> 9 a.m. – 1 p.m.  <b>Location:</b> Metro Regional Center, room 270</p>	<p><b><u>July 12, 2019</u></b></p> <p>Comments from the Chair:</p> <ul style="list-style-type: none"> <li>• Monthly MTIP Amendments Update (Ken Lobeck)</li> </ul> <p><b>Agenda Items:</b></p> <ul style="list-style-type: none"> <li>• <b>MTIP Formal Amendment 19-****</b>  <u>Recommendation to IPACT</u> (Lobeck, 15 min)</li> <li>• TSMO Strategy Update Kick-off  <u>Information/Discussion</u> (Winter, 45 min)</li> <li>• 2021-2014 MTIP Performance Assessment Methodology  <u>Information/Discussion</u> (Cho, 30 min)</li> <li>• Regional Congestion Pricing Study  <u>Information/Discussion</u> (Elizabeth Mros O'Hara, 30 min)</li> <li>• TriMet Coordinated Transportation Plan for Seniors and People with Disabilities  <u>Information/Discussion</u> (Vanessa Vissar, TriMet, 30 min)</li> <li>• <i>Oregon Passenger Rail Draft Environmental Impact Statement (DEIS) Review</i>  <u>Information/Discussion</u> (Jennifer Sellers, ODOT, Mara Krinke, David Evans Associates, Inc., 35 min)</li> </ul>
<p><b><u>August 2, 2019</u></b></p> <p>Comments from the Chair:</p> <ul style="list-style-type: none"> <li>• Monthly MTIP Amendments Update (Ken Lobeck)</li> </ul> <p><b>Agenda Items:</b></p> <ul style="list-style-type: none"> <li>• <b>MTIP Formal Amendment 19-****</b>  <u>Recommendation to IPACT</u> (Lobeck, 15 min)</li> <li>• Regional Mobility Policy Work Plan  <u>Information/Discussion</u> (Kim Ellis, Metro/Lidwien Rahman, ODOT, 45 min)</li> <li>• RFFA Region-wide Program Review  <u>Information/Discussion</u> (Gibb, Duke, Winter, 45 min)</li> <li>• Congestion Bottleneck Operations Study II  <u>Information/Discussion</u> (Scott Turnoy, ODOT, 30 min)</li> </ul>	<p><b><u>September 6, 2019</u></b></p> <p>Comments from the Chair:</p> <ul style="list-style-type: none"> <li>• Monthly MTIP Amendments Update (Ken Lobeck)</li> <li>• RFFA public comment period (Dan Kaempff)</li> </ul> <p><b>Agenda Items:</b></p> <ul style="list-style-type: none"> <li>• <b>MTIP Formal Amendment 19-****</b>  <u>Recommendation to IPACT</u> (Lobeck, 15 min)</li> <li>• <b>Regional Mobility Policy Work Plan</b>  <u>Recommendation to IPACT</u> (Kim Ellis, Metro/Lidwien Rahman, ODOT, 30 min)</li> <li>• <i>Regional Emergency Transportation Routes</i> (Kim Ellis, Metro/Laura Hanson, RDPO, 30 min)</li> </ul>

## 2019 TPAC Work Program

**As of 6/12/2019**

*NOTE: Items in italics are tentative; bold denotes required items*

<p><b>October 4, 2019</b></p> <p>Comments from the Chair:</p> <ul style="list-style-type: none"> <li>• Monthly MTIP Amendments Update(Ken Lobeck)</li> <li>• TransPort Subcommittee Quarterly Update (Caleb Winter)</li> </ul> <p><b>Agenda Items:</b></p> <ul style="list-style-type: none"> <li>• <b>MTIP Formal Amendment 19-****</b> <u>Recommendation to JPACT</u> (Lobeck, 15 min)</li> <li>• RFFA technical, risk, public comment report <u>Information/Discussion</u> (Kaempff, 30 min)</li> <li>• Frog Ferry Project Update <u>Information/Discussion</u> (Susan Bladholm, Friends of Frog Ferry, 20 min)</li> <li>• UPWP Check-in Update <u>Information/Discussion</u> (Mermin, 30 min)</li> </ul>	<p><b>November 1, 2019</b></p> <p>Comments from the Chair:</p> <ul style="list-style-type: none"> <li>• Monthly MTIP Amendments Update (Ken Lobeck)</li> <li>• Announce: TSMO Sub-allocation for FFY19-21</li> </ul> <p><b>Agenda Items:</b></p> <ul style="list-style-type: none"> <li>• <b>MTIP Formal Amendment 19-****</b> <u>Recommendation to JPACT</u> (Lobeck, 15 min)</li> <li>• Regional Flexible Funds Allocation <u>Information/Discussion</u> (Kaempff, 45 min)</li> <li>• Designing Livable Streets and Trails, <u>Information/Discussion</u> (McTighe, 30 min)</li> </ul>
<p><b>December 6, 2019</b></p> <p>Comments from the Chair:</p> <ul style="list-style-type: none"> <li>• Monthly MTIP Amendments Update (Ken Lobeck)</li> </ul> <p><b>Agenda Items:</b></p> <ul style="list-style-type: none"> <li>• <b>MTIP Formal Amendment 19-****</b> <u>Recommendation to JPACT</u> (Lobeck, 15 min)</li> <li>• <b>Regional Flexible Funds Allocation 19-****</b> <u>Recommendation to JPACT</u> (Kaempff, 60 min)</li> </ul>	

### Parking Lot

- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>• Federal Training Group Concept (Lobeck)</li> <li>• RTO Grants</li> <li>• Metro Legislative Recap (Randy Tucker)</li> <li>• Emerging Tech PILOT Grants Update (Eliot Rose)</li> <li>• Freight Commodity Study/Planning</li> <li>• Corridor Planning Updates (1) TV Highway, (2) Rose Quarter, (3) Burnside Bridge</li> <li>• RTP Amendments and Implementation Process (Bradway/Ellis)</li> </ul> | <ul style="list-style-type: none"> <li>• Vehicle Electrification Project Options (Eliot Rose)</li> <li>• Columbia River Crossings Discussions</li> <li>• Value Pricing Legislative Updates on Directives</li> <li>• Equity Strategies to Metro committees/partners</li> <li>• T2020 Transportation Regional Investment Measure</li> <li>• Active Transportation Return on Investment</li> <li>• Central City Transit Capacity Analysis</li> <li>• TriMet Mobility Strategy &amp; Mobility on Demand/Open Trip Planner (MOD/OTP) Project Update (Jeff Owen &amp; Bibiana McHugh, TriMet/ Eliot Rose, Metro, 30 min)</li> <li>• TPAC Bylaws Revisions/Update</li> </ul> |
|---|---|

Agenda and schedule information, call 503-797-1766. E-mail: [marie.miller@oregonmetro.gov](mailto:marie.miller@oregonmetro.gov)  
 To check on closure or cancellations during inclement weather please call 503-797-1700.



# Meeting minutes

Meeting: **Transportation Policy Alternatives Committee (TPAC) and Metro Technical Advisory Committee (MTAC) Workshop**

Date/time: Wednesday, April 17, 2019 | 10 a.m. to 12 p.m.

Place: Metro Regional Center, Council chamber

---

**Members Attending**

Tom Kloster, Chair  
Jae Douglas  
Beverly Drottar  
Adam Barber  
Katherine Kelly  
Nina Carlson  
Glenn Koehrsen  
Laura Terway  
Jaimie Huff  
Laura Weigel  
Bob Kellett  
Steve Williams  
Raymond Eck  
Jennifer Campos  
Denny Egner  
Ezra Hammer  
Erika Palmer  
Jeff Owen  
Jennifer Donnelly  
Glen Bolen  
Dyami Valentine  
Mike O’Brian  
Lloyd Purdy  
Brad Perkins  
Anne Debbaut  
Carol Chesarek  
Steve Koper  
Chris Deffebach  
Jeannine Rustad  
Tom Bouillion  
Julia Hajduk  
Roseann Johnson  
Marlee Schuld  
Anna Slatinsky  
Don Odermott

**Affiliate**

Metro  
MTAC - Mult. Co. Health Dept., Environmental Health  
TPAC – Community Member  
MTAC – Multnomah County  
MTAC & TPAC, City of Gresham  
MTAC – NW Natural  
TPAC – Community Member  
MTAC – Oregon City  
TPAC – City of Happy Valley  
MTAC – City of Hillsboro  
Portland Bureau of Transportation  
TPAC – Clackamas County  
MTAC – Washington County Citizen  
TPAC – City of Vancouver  
MTAC – City of Milwaukie  
MTAC – Home Builders Association  
MTAC – City of Sherwood  
MTAC & TPAC – TriMet  
MTAC –DLCD  
MTAC & TPAC – Oregon Department of Transportation  
Washington County  
MTAC – Environmental Science Associates  
Greater Portland, Inc.  
Cascadia High Speed Rail  
MTAC – DLCD  
MTAC – Multnomah County  
MTAC – City of Happy Valley  
MTAC & TPAC – Washington County  
MTAC – Tualatin Hills Park & Recreation District  
MTAC – Port of Portland  
MTAC – City of Sherwood  
MTAC – Home Builders Association  
MTAC – City of Troutdale  
MTAC – City of Beaverton  
TPAC – City of Hillsboro

## **Metro Staff Attending**

Kim Ellis, Principal Transportation Planner  
Tim Collins, Senior Transportation Planner  
Marie Miller, TPAC & MTAC Recorder

Lake McTighe, Senior Transportation Planner  
Zac Christensen, Metro

### **1. Call to Order and Introductions**

Chairman Tom Kloster called the workshop meeting to order at 10 a.m. Introductions were made.

### **2. Comments From the Committee Members and Public**

- Glen Bolen introduced himself to committee members. Just beginning at ODOT, Mr. Bolen shares his work as the MPO Liaison with Metro, and Growth Management Grants Lead. Mr. Bolen serves as MTAC alternate representing ODOT.
- Denny Egner commented on seeing continuation of MTAC meetings. Chairman Kloster confirmed MTAC would be scheduled as legislative issues requiring recommendations to MPAC arise. In addition, more combined workshop meetings with TPAC will be scheduled this year.

Mr. Egner announced the Urban Next Conference scheduled for May. This conference addresses technology with changes in transportation and growth management in the future. Encouragement was given to others for attending this year.

### **3. Designing Livable Streets & Trails Guidelines (Lake McTighe, Metro)**

Ms. McTighe introduced herself as a planner at Metro, with one of her projects the region's street and trail design. To orient the committee, the material in the packet was identified:

- Memo: Designing Livable Streets and Trail Guide – Design Classifications
- Attachment 1: Timeline & Deliverables
- Attachment 2: Technical Designing Livable Streets and Trails Work Group Members
- Attachment 3: Draft Chapter 3 of the Guide
- Attachment 4: Printouts from the presentation

Metro is in the final stages of updating the region's street and trail design guidelines to support the region's efforts to connect land use and transportation through better design. The guidelines provide a performance-based framework and recommend best practices in design to achieve regional and community desired outcomes. Agencies and organizations represented on the Technical Work Group were noted.

Ms. McTighe referred to the Timeline of the project, noting that some pauses had been taken to allow finalizing scope of work with agency partners and time to work on finalizing of the Regional Transportation Plan. At the beginning of the project there was the interviewing of staff to gather awareness of the guidelines and gain input for planned uses and updates. In phase 1, much time was spent to develop the annotated outline and content organization of the guidelines. The Table of Content was developed to provide structure and approach to elements in the guides.

We are now in phase 2, creating all the content to be in the guidelines. Two important changes from past guidelines were noted. Rather than several guides for streets, trails and land designs, one design guide will provide a holistic approach, but supplemental materials will be developed as well. Recognizing that

trails are integrated to the region's transportation system, design guidance for trails is being developed with this update. The work on the guidelines is planned to be completed this summer, available online and in printed copy.

Steve Williams appreciated the efforts made on making the guidelines more flexible to planning. Given the importance of chapter 6 with implementing these guidelines, when would the text be available for review? Ms. McTighe reported that the committee members were encouraged to attend the April 22 Policymakers' Forum and Technical workshop at Metro. In May, the draft overall guide would be sent out to the technical work group and MTAC and TPAC committees to provide comments and input.

A brief background on the development of street designs was provided by McTighe and Chairman Kloster. Regional work on landmark designs has been ongoing over 20 years, starting with the passage of the 2040 Growth Concept plan that identified land use types, and the adoption of the 1996 RTP when design classifications were introduced.

- Jae Douglas asked how the visioning of these earlier plans materialized or led to changes of plans of what we have now. Chairman Kloster commented on the early focus with boulevards and central cities street planning, that later developed into transit oriented development (TOD) projects. Market changes with land use and increasing population growth is affecting our original design plans, but keeping in the spirit of "try this" the design guidelines have provided a strong toolbox for the region. McTighe added that Metro funds allocated on projects are planned with the design guidelines.
- Don Odermott noted the design work in Hillsboro that have kept speeds low and provided planners useful guidelines for multimodal transportation.
- Glen Bolen noted the challenges retrofitting certain routes for multi-purposes, and the benefits of design guidelines that have the flexibility over the region for adaptation.

The design guideline chapters were described. Attachment 4 showed the design decisions based on performance approach to balance design principles with desired outcome elements. Many of the elements listed were new to the design guidelines updates as emerging issues and priorities have developed in the region more recently. These elements are also tied to the RTP with the update. With the element of designing safety, it was clarified that both personal safety and safety to future technological communications are part of the design outcomes planned.

Illustrating how street design corresponds to land use, examples of how land use and transportation transect were given. Regional street design classifications support multimodal travel and the specific transportation needs of the 2040 Growth Concept land use types. Asked if there was a guide for functional class in design, besides the land use and transportation types, it was confirmed this was part of the addition to the design guidelines. More on what each of the classifications listed in the graphic defined was given later in the presentation.

An illustration of livable streets and trails function was provided showing different street functions. Jeannine Rustad noted that parks develop with trails differently with routes to parks different from street designs. Also, access to and from urban areas are minimized by driveways and other access



elements that challenge street designs. McTighe added that chapter 4 addressed these access management issues. Katherine Kelly noted the difference defining pathways and trails. The public perception and what the functional system is actual definition varies. These conceptual differences affect funding and planning in the region.

Nina Carlson asked what the input from utility stakeholders provided regarding right-of-way issues and infrastructure designs. ODOT requires utilities to hold permits for traffic control plans with utility changes, and wondered if ODOT would have updates to their manual concerning traffic plans with different infrastructure in these designs. Ms. McTighe asked for more input with chapter 3 where utility corridors are listed for further development in the guidelines. Ms. Carlson added that design changes have consequences for utility placements and changes, and needed consideration.

Chris Deffebach is the 5g was required with street lighting in the design plans or other standards required. McTighe reported there was no regulated street lighting, but jurisdictions were encouraged to design streets function as a whole project. Templates could be developed using case studies that would help jurisdictions plan projects to incorporate several design elements together. Ezra Hammer recommended highlighting opportunities with co-locations of infrastructure that took into account practices and principals for jurisdictions to follow.

The Regional street design policy classifications map was shown. These classifications dictate how throughways and arterials in the RTP should be designed:

- Number of lanes
- Priority functions
- Design speed
- Separation of modes
- Flex-zone uses
- Place-making/public space
- Green infrastructure

The system components build on providing high level design guidance between various land uses and transportation networks. Regional multimodal transportation facilities and services include the following: Regional System Design, Regional Motor Vehicle Network, Regional Transit Network, Regional Freight Network, Regional Bicycle Network, Regional Pedestrian Network, and Regional System Management and Operations/Demand Management.

The system maps were provided. McTighe reminded the committee that all street designs were applicable to the guidelines, but the focus on arterials and throughways with design classifications assigned to them for the priority as a region. Jurisdictions were encouraged to develop systems that could incorporate multi-design classifications for multiple uses. Because city and county boundaries define planning areas, it was asked if boundaries shown on the maps assist with funding requests, which it was agreed does. It was asked if digital maps were available online. This link would be sent out to the committee, and is here: <http://arcg.is/0Cq9uG>

It was clarified that ODOT would follow up with questions on any possible updates in their manuals regarding changes with the new guidelines. McTighe noted that chapter 3 contains descriptions of each design classification with typical ROW, number of lanes, and functions prioritized. The “cheat sheet” at the back of each meeting packet contains more information on each classification.

- **Freeway and highway design classifications** emphasize long-distance motor vehicle and high-capacity transit travel, connect major activity centers and are separated from the surrounding land use.
- **Regional and community boulevard classifications** are applied to roadways within 2040 centers, station communities and to main streets.
- **Regional and community street classifications** are applied to transit corridors, main streets, industrial and employment areas and neighborhoods with designs that integrate all modes of travel and provide accessible and convenient pedestrian, bicycle and public transportation travel.
- **Industrial street classifications** are applied to roadways that serve intermodal facilities such as airports, and to roadways in industrial and employment areas.

Ray Eck commented on west side speeds posted higher than what is shown here. Were these speeds projected to be lower? McTighe confirmed they are working toward lower speeds to reach safety strategy, and acknowledged these target speeds were only guidance but carried no regulations. Chair Kloster added that the RTP’s Vision Zero Policy proposes lower speeds to address safety as well. Jurisdictions will have their own timeframes when updating their plans, including speed levels.

Mike O’Brien agreed on the need to plan lower speeds on streets. He asked for consideration of adding to Chapter 3, page 3, second bullet referring to “mobility” to add “two locations that occur and across the transportation system”. On page 5, in the box referencing evolving functions and emerging technologies, street designs contribute a great deal to climate change and should be mentioned where rapid innovation with these changes is named. Additionally, the trees on the maps appear small. Showing mature trees in line with infrastructure and more trees on maps with streets and boulevards is needed.

Katherine Kelly recommended adding something about flex zone parking for future level zone areas. Chris Deffebach asked what this means for local jurisdictions regarding impacts for funding and how the guidelines will be implemented. When the guidelines move toward Metro adoption more information will be included.

Ms. McTighe concluded the presentation with next step dates, and encouraged the committee to submit ideas and input for the guidelines. The deadline to submit comments is May 24.

#### **4. Regional Emergency Transportation Routes Work Plan (Kim Ellis, Metro/Laura Hanson, RPDO)**

Kim Ellis provided an overview of the materials in the packet and handed out:

- Excerpt from 2018 Regional Transportation Plan on Emergency Transportation Routes Project
- Regional emergency transportation routes (ETR) update fact sheet

- Regional Emergency Transportation Routes work plan questionnaire

Laura Hanson introduced herself with the Regional Disaster Preparedness Organization, which covers the three counties of Metro as well as Columbia County in Oregon, and Clark County in Washington. Metro and RDPO are working together on this effort.

Ms. Ellis provided a brief history of the project with primary ETR routes identified and the criteria used to select regional ETRs in the past. The routes were last updated in 2005. This update will include all five counties in the region. The agencies involved are working to leverage existing plans, policies, data, analysis and processes.

Ms. Hanson provided information on progress to date in 2019. The UASI grant award for \$160,000 is small for the amount of work needed in this effort, but the partnerships between agencies and the ETR work group members has helped define the contractor scope of work. Related work from ODOT, the City of Portland and DOGAMI has provided capabilities for updated data and shared communications to support this effort.

The desired outcomes that have developed from the planning process include:

- Deliver updated data and map of regional ETRs
- Raise awareness and visibility of ETRs
- Understand the resilience of ETRs
- Increase collaboration across many disciplines
- Strengthen regional partnerships
- Deliver recommendations for future work and collaboration around transportation resilience and recovery

Information on the different project stakeholders and community organizations who were involved in the project was shown. Expertise from committee members, jurisdictions and community partners is being sought to help with identifying needed updates. The regional ETR update project began in April 2019 and is expected to be completed in January 2021.

Project recommendations will be brought forward for review and endorsement by regional policymakers, including the RDPO Steering Committee, the RDPO Policy Committee, the Metro Council, JPACT, and the Southwest Washington RTC. Next steps in the project were presented, including contractor RFP and recruitment, stakeholder engagement strategy development, project website launch, and gathering relevant plans, policies, data and best practices. Encouragement was given to provide input to the questions given on the questionnaire handout by May 10.

Comments from the committee:

- Beverly Drottter asked that the presentation be printed for easier readability. It was noted the presentations would be added to the packet online. As a past emergency physician that lived three miles from the epicenter of the Bay area earthquake, it highlighted the need and importance of having emergency plans for transportation routes in place before a disaster occurs. Asked to clarify if the mapping process was for both first responders and recovery, Ms.

Hanson reported that the primary focus was on first responders with transportation routes, but to build on what some agencies have done for recovery efforts and develop recommendations for more work in this area, including mapping. Ms. Drottar expressed interest in joining committees in this effort.

- Adam Barber thought that not all ETRs were well known to the public. Would more signage on this be posted for the public? Ms. Hanson reported that more discussion is needed on this issue, but felt that designated routes are for first responders, and getting supplies in during emergencies, and not necessarily for evacuation and recovery efforts. Mr. Barber was concerned about all right of way used for ETRs and that mobility for different modes in local neighborhoods should be considered.
- Steve Williams asked if there would be a prioritized scale of ETRs that identified routes too important to fail, and deserved investments. Ms. Ellis reported work is being discussed on this now and likely will result in some form of tiered priorities in emergency routes. Mr. Williams recommended consideration of changes in naturally occurring water sources that would affect emergency response and recovery efforts. Ms. Hanson agreed that more potential hazards (e.g., flooding, wildfires, landslides) would be considered included in the update of the ETRs.
- Jaimie Huff commented on expected debris that would be on prioritized corridors, and if emergency providers for this would be the local jurisdictions. What impact to local jurisdictions for plans would affect the emergency operations planners in the local jurisdictions? Ms. Hanson reported that many of the EOPs are participating in this effort, and that jurisdictions would keep the management of responses locally in their control. More will be discussed on this issue.
- Chris Deffebach commented on road conditions affecting prioritization of routes. The connection needs for emergencies should be considered over road conditions. Long term investments for these could be considered with RTP planning and state investments as well. Train routes with hazardous materials and potential of emergencies in the future should be given consideration in the update as well.
- Mike O'Brien asked to consider not all emergencies be placed together for the same response. Categories of emergencies tied to each route and understanding next steps in resiliency plans should be planned.
- Don Odermott commented on discussion held with emergency planning for bridges and culverts in the region. Out of these conversations, fuel shortages and deficits for first responders to have in supply was brought up. Questions on if fuel depots were planned and integrated access in planning for fuel in the region was asked. Ms. Hanson reported on past state fuel planning exercises that provided information toward this issue, but more work and coordination needed to be done that is outside the scope of the ETR project. Asked if plans for airport support in emergencies were developed, Ms. Hanson reported that a state level multimodal effort is under way now. Port entries, including airports in the region, are under analysis, and will inform this effort.
- Glen Bolen commented on a California program that certifies training for emergencies that provides shielding against liabilities when responding to emergencies locally. Oregon does not currently provide for this, it is believed. It was questioned why waterways were not shown on

the existing ETR maps. Ms. Hanson reported that local jurisdictions have limited permission in this area, but state and military agencies would provide and coordinate efforts in this area.

- Ms. Hanson added that aftershocks from earthquakes often cause more damage than original occurrences, and part of the plan is to consider not only first incident damage but consideration to series of events where emergency response will be needed.

Chairman Kloster reminded the committee to provide their input to the questionnaire by May 10 as they were leaving the meeting.

## **5. Adjourn**

There being no further business, meeting was adjourned by Chair Kloster at 12 p.m.

Respectfully submitted,

Marie Miller, TPAC & MTAC Recorder

Attachments to the Public Record, MTAC & TPAC workshop meeting, April 17, 2019

Item	DOCUMENT TYPE	DOCUMENT DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
1	Agenda	04/17/2019	04/17/2019 TPAC & MTAC Workshop Agenda	041719T-01
2	TPAC/MTAC Work Program	4/9/2019	TPAC/MTAC Work Program, as of 4/9/2019	041719T-02
3	Memo	4/10/2019	TO: TPAC and MTAC Committees and interested parties From: Lake McTighe, Regional Transportation Planner RE: Designing Livable Streets and Trails Guide – Design Classifications	041719T-03
4	Handout	4/5/2019	Attachment 1: Designing Livable Streets & Trails Project, Timeline & Deliverables	041719T-04
5	Handout	N/A	Attachment 2: Designing Livable Streets and Trails Work Group Members	041719T-05
6	Handout	03/28/2019	Attachment 3: Draft Metro Designing Livable Streets & Trails Guide- Chapter 3	041719T-06
7	Handout	N/A	Attachment 4: Printouts from Slideshow Presentation	041719T-07
8	Handout	12/6/2018	Excerpt from 2018 Regional Transportation Plan: Emergency Transportation Routes Project	041719T-08
9	Questionnaire	N/A	Regional Emergency Transportation Route work plan	041719T-09
10	Fact Sheet	4/16/2019	Regional emergency transportation routes (ETR) update	041719T-10
11	Flyer	April 2019	2022-2024 Regional flexible fund allocation workshop	041719T-11
12	Presentation	4/17/2019	Designing Livable Streets and Trails	041719T-12
13	Presentation	4/17/2019	Regional Emergency Transportation Routes Update	041719T-13

# Regional Growth Concept Refresh

## Overview of work program<sup>1</sup>

### **Background**

Our region had the foresight 24 years ago to adopt the 2040 Growth Concept, which has helped guide how greater Portland has responded to inevitable changes in a way that reflects shared community values. The Growth Concept has served us well and its general direction of focusing most growth in well-connected centers and corridors will serve us well in the future.

When it was completed, the Growth Concept was a forward looking vision that emphasized protecting and improving our valued urban and natural areas as the population of these areas grew. This vision brought the region recognition for providing transportation choices and access to nature not seen in most large urban areas.

While there is much for the region to be proud of, there are also lessons to be learned and new ideas to consider. We must continue to be forward looking and future-focused as we refresh our regional vision. Not only must we emphasize the capital investments that this region values, we must ensure that our efforts also invest in the human capital—the people – of the region.

This effort is not intended to consider wholesale changes to the Growth Concept’s vision for where growth will occur. Those urban centers and corridors are well established through numerous policies and decades of public and private investments. Likewise, public support for protecting farms and forests is consistently strong. Compact growth remains the region’s best strategy for reducing carbon emissions from cars. Instead, this refresh of the regional vision will seek to integrate a number of newer issues and trends affecting development in our region.

### **Work program overview**

#### Program goals

- Show leadership on climate change mitigation and adaptation
- Advance racial equity in regional planning.
- Re-affirm what has worked in regional plans (the region’s commitment to protecting farms and forests and making the most of what we have).
- Modernize the regional vision to reflect contemporary understandings of issues that most directly relate to growth and change in the natural and built environment.
- Tackle new challenges that require regional coordination.
- Re-engage the general public in regional issues.
- Build capacity among community organizations to engage in regional issues.
- Establish a vision that goes further into the future, to the year 2070.
- Diversify and modernize Metro’s advisory committee structures.
- Update Metro’s regulatory framework as needed.
- Provide updated policy guidance that can inform public investments.

#### Program themes

Due to the interrelated nature of the 2040 Growth Concept, there are numerous topics that could be explored as part of refreshing it. Multiple project and program efforts throughout Metro are

---

<sup>1</sup> As discussed/endorsed by the Metro Council on May 14, 2019

June 5, 2019

underway on their own timelines that have some relationship to implementing the current 2040 Growth Concept. The Refresh effort is not intended to disrupt or redirect existing work, but rather to allow Metro to update and continue its tradition of forward-looking planning that informs our region's land, transportation, parks, and economic investments over the long term.

This effort will focus on policy solutions that:

- Relate to population growth and quality of life (particularly if they are linked to community development, land use or transportation planning)
- Are best addressed at a regional scale
- Are not adequately addressed at other levels of government (federal, state or local)
- Are not adequately addressed or safeguarded by the market
- Relate to Metro's current roles
- Reaffirm upfront those topics that are not up for refresh or debate (e.g. urban and rural reserve designations, compact growth pattern).
- Allow space for public engagement activities to uncover topics that the Metro Council and staff have not considered, but should.

A refresh of the Growth Concept will synthesize a number of existing efforts and will also undertake new work. **With leadership on addressing climate change and racial equity as unifying motifs**, this work program is – at least initially – organized around three themes:

- **Planning for a New Economy:** A focus on improving our understanding of disruptive economic trends to inform planning and investment and outline a more strategic approach to support a thriving regional economy – where industries and entrepreneurs flourish and workers gain access to family-wage jobs.
- **Great Places:** A focus on urban form typologies, housing opportunities, reducing carbon emissions from buildings, and access to parks and nature
- **Community Resilience:** A focus on climate change adaptation, disaster resilience, gentrification and how to build and maintain social capital

#### Planning time horizon

This effort will plan for the year 2070 since Metro's Charter requires that an update to the Future Vision must look out at least 50 years. Using one date for the Future Vision and the Growth Concept refresh will help to avoid confusion.

#### Scale and focus of public engagement

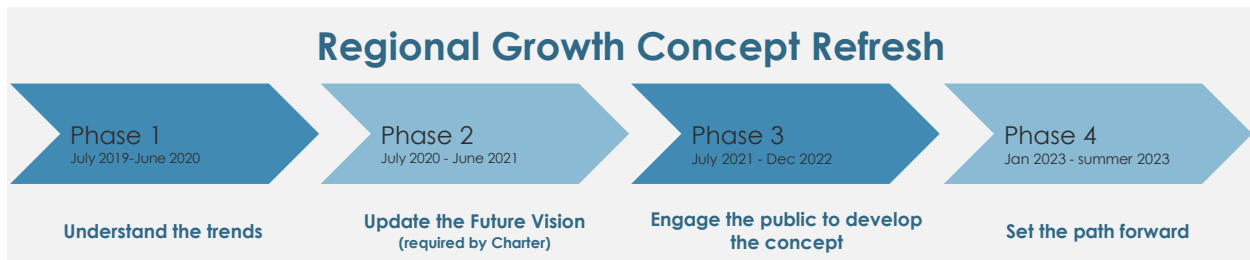
Metro will take a broad-based approach to public engagement that emphasizes youth and diverse communities. Consistent with the work program phasing, the bulk of public engagement would not occur until 2021 and 2022. Staff will review a proposed engagement strategy with Council at a later phase, closer to 2021.

#### Program phasing

In recognition of nearer-term agency priorities and to enable broad-based public engagement, a four-year work program will lead to Council consideration of an updated Growth Concept in summer 2023. Regulatory updates could follow, as appropriate.

*Note: This document focuses on initial program phases 1 and 2, through June 2021. Additional detail about program phases 3 and 4 will be developed at a later date.*





## Phase I: Understand the trends

### July 2019 – June 2020

Staff will work with technical experts to produce background reports, Regional Snapshots, and speaker events that will inform an update to the region’s plan for growth. MTAC, MPAC, and Council will all have opportunities to learn about and discuss this work as it proceeds. This work will examine racial equity, climate change, technological trends and their possible implications for regional growth. Likely topic areas include:

#### Planning for a New Economy:

- Employment trends in different sectors
- Demographic trends that influence employment growth (an aging population)
- Changes in business location choices and space usage
- Technological changes that affect work (automation, e-commerce, co-working, gig/sharing economy, virtual/augmented reality, 3D printing, micro-scale manufacturing)
- Technological changes that affect travel and movement of goods and services (telecommuting, autonomous vehicles, e-commerce, broadband service,)
- Income polarization, with a focus on racial equity and middle-income jobs

Because the Metro Council, in its 2018 growth management decision, gave more specific direction to explore these topics, staff has been working to release a request for proposals to develop a background report using the Economic Value Atlas as one source of information. Staff also intends to describe this work program to MPAC in upcoming meetings. Likewise, staff will be planning speaker events at MPAC.

#### Community Resilience:

- Likely regional impacts of a changing climate
- Climate adaptation opportunities
- Carbon reduction opportunities
- Seismic vulnerability
- The role of arts and education in building and maintaining social capital
- Civic engagement trends and best practices

Metro Planning and Development staff have begun working on some of these topics, including working with partners to update the regional emergency transportation routes map, managing the Community Placemaking Grants program, and potentially coordinating with PSU to develop regional analysis of vulnerability to flooding and extreme heat events from climate change. Additionally, the office of the COO recently added a limited duration position related to resilience.

June 5, 2019

Planning and Development staff are coordinating with the COO office to develop work programs that complement each other.

Great Places:

- Demographic changes and implications for housing
- The relationship between housing types and urban form
- Residential development trends
- Access to parks and nature in urban areas
- Gentrification and displacement trends

The work program for these topics is in formative stages.

**Phase II: Update the Future Vision**

**July 2020 – June 2021**

Background on the Future Vision

In 1995 – as required by its voter-approved Charter – the Metro Council adopted a Future Vision. The Charter states that the Future Vision “...is a conceptual statement that indicates population levels and settlement patterns that the region can accommodate within the carrying capacity of the land, water and air resources of the region, and its educational and economic resources, and that achieves a desired quality of life. The Future Vision is a long-term, visionary outlook for at least a 50-year period.” According to the Charter, the Future Vision must be updated.

An updated Future Vision will provide a foundation for updating the region’s Growth Concept. The updated Future Vision will identify a broad set of regional opportunities and challenges, providing guidance on topics that should be addressed in the update of the Growth Concept as well as identification of important issues that should be addressed in through other efforts.

Future Vision Commission

The Metro Charter requires the formation of a Future Vision Commission that recommends a Future Vision update to the Metro Council. The Metro Council may wish to designate a liaison to participate on this commission. Staff also recommends including at least one MPAC member on the commission. The Charter requires that this commission receive no compensation and include members from:

- Public sector
- Private sector
- Academic sector
- At least one member that resides outside the Metro region

Future Vision Update Timeline

Fall 2020:	Future Vision Commission discusses background reports completed in Phase I to identify themes for the Future Vision update (MTAC, MPAC and Council will also have these opportunities).
Winter 2021:	Staff works with Commission to produce draft Future Vision update.
Spring 2021:	MTAC, MPAC, and Council provide comments on draft Future Vision update. Future Vision Commission considers comments on draft Future Vision update. Commission recommends Future Vision update to Metro Council. Metro Council considers adoption of updated Future Vision (by ordinance).

June 5, 2019

**Phases III and IV: Growth Concept development and adoption  
Summer 2021 – summer 2023**

During spring 2021, Metro staff will seek the Metro Council's direction on a more detailed work program for phases III and IV. In Phase III, staff intends to conduct broad-based public engagement to develop an update to the Growth Concept. In Phase IV, the Metro Council would consider adoption of the updated growth concept in the summer of 2023.

Staff envisions a continuing role for the Future Vision Commission through the process of updating the Growth Concept. Draft Commission recommendations would be reviewed at MTAC, MPAC and Council.

# Memo



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Date: June 12, 2019

To: Transportation Policy Alternatives Committee (TPAC), Metro Technical Advisory Committee (MTAC) and interested parties

From: Kim Ellis, Metro Project Manager  
Lidwien Rahman, ODOT Project Manager

Subject: Regional Mobility Policy Update

---

## PURPOSE

To provide a brief project update and an opportunity for members to discuss key scoping questions in a small group format. TPAC and MTAC members have additional time to respond to the scoping questionnaire. Additional responses should be sent via email to Kim Ellis ([kim.ellis@oregonmetro.gov](mailto:kim.ellis@oregonmetro.gov)) and Lidwien Rahman ([lidwien.rahman@odot.state.or.us](mailto:lidwien.rahman@odot.state.or.us)) **by June 28, 2019**.

## BACKGROUND

The greater Portland region is growing quickly, with more than two thousand new residents each month. It's fundamental to our future to have a variety of safe, affordable, and reliable options for people to get where they need to go – whether they are driving, riding a bus or train, biking, walking or moving goods.

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

The 2018 RTP failed to meet state requirements for demonstrating consistency with the Oregon Highway Plan (OHP) Highway Mobility Policy (Policy 1F) and, as a result, the Oregon Department of Transportation (ODOT) agreed to work with Metro to update the mobility policy for the Portland metropolitan area in both the 2018 RTP and OHP Policy 1F. 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.

## Project overview

The Regional Mobility Policy Update project is a joint effort of Metro and ODOT. Since early 2019, Metro and ODOT staff have been working closely together to begin scoping the project. This project was identified in the 2018 RTP implementation chapter (Chapter 8) as a necessary step to updating the RTP's 20-year old "interim" mobility policy to better align with the comprehensive set of goals

### What is the Regional Mobility Policy?

The region's mobility policy reflects vehicle-based thresholds adopted in the Regional Transportation Plan (RTP) and Oregon Highway Plan (OHP). These thresholds, referred to as the volume-to-capacity ratio (v/c ratio), are often expressed as a level-of-service (LOS) category, using letters A through F, with A being the best and F being the worst, similar to academic grading.

As the primary way of measuring congestion on roads and at intersections, the current policy measures the number of motor vehicles relative to the motor vehicle capacity of a given roadway during peak weekday travel times.

LOS was originally developed and used to guide the sizing and location of the Interstate System in the 1960s. Over time, the policy has been applied to all roads for these purposes:

- Planning for the future
- Regulating development
- Mitigating the impacts of development
- Managing and designing roads

and desired outcomes identified in the plan for use in the 2023 RTP update. This work will be coordinated with planned updates to the Oregon Transportation Plan (OTP) and the OHP.

In 2021, staff will seek consideration of the updated RTP mobility policy and proposed OHP amendments by JPACT, the Metro Council and the Oregon Transportation Commission, prior to initiating the 2023 RTP update. 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.

### **Status of project scoping and next steps**

Metro and ODOT have initiated the Regional Mobility Policy Update scoping process. The project team includes staff from Metro's Planning and Development Department, Metro's Research Center, ODOT Headquarters and ODOT Region 1. Work to date led to creation of a Metro/ODOT Scoping Agreement that identifies the project purpose, draft objectives and a proposed approach for amending the regional mobility policy contained in the 2018 RTP and the OHP. In addition, Metro and ODOT staff have compiled feedback received to date from jurisdictional staff from the City of Portland, county coordinating committees and other stakeholder briefings. Verbatim responses and meeting notes from each discussion are attached for reference.

At this workshop, staff will present an overview of the current mobility policy and uses, emerging themes from the feedback provided to date and the timeline and proposed next steps for development of a project work plan and stakeholder engagement plan.

The scoping phase is expected to continue throughout October 2019. In addition to meeting with jurisdictional staff from the City of Portland and county coordinating committees and other stakeholder groups, the project team is also in the process of developing a project website and hiring a consultant to conduct a series of stakeholder interviews throughout the summer. 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 underserved and 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.

The early staff-level discussions along with feedback gathered through the stakeholder interviews, a community leaders forum, Metro Council briefings and local elected and public official briefings through JPACT and County Coordinating Committees will be used to develop a refined problem statement and project objectives to be addressed through this project as well as a scope of work and stakeholder engagement plan. Staff will bring a draft work plan and engagement plan for consideration by TPAC, JPACT and the Metro Council in the Fall 2019.

/attachments

1. Metro/ODOT Mobility Policy Update Scoping Agreement (4/18/19)
2. Table 2.4 Interim Regional Mobility Policy (from 2018 RTP, Chapter 2)
3. Section 8.2.3.1 Regional Mobility Policy Update (from 2018 RTP, Chapter 8)
4. Verbatim responses to Project Scoping Questions (through 6/6/19)
5. Meeting notes from County Coordinating Committee TACs and other discussions (through 6/6/19)







## Metro/ODOT Mobility Policy Update Scoping Agreement

April 18, 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 Oct. 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 | Oct. 2019 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.

---

<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.

## Excerpted from the 2018 Regional Transportation Plan

**Table 2.4 Interim regional mobility policy**

Deficiency thresholds for peak hour operating conditions expressed as volume to capacity ratio targets as adopted in the RTP and Oregon Highway Plan.

Locations	Target		
	Mid-day One-Hour Peak <sup>A, B</sup>	PM 2-Hour Peak <sup>A, B</sup>	
		1 <sup>st</sup> hour	2 <sup>nd</sup> hour
Central City Regional Centers Town Centers Main Streets Station Communities	.99	1.1	.99
Corridors Industrial Areas Intermodal Facilities Employment Areas Neighborhoods	.90	.99	.99
I-84 (from I-5 to I-205)	.99	1.1	.99
I-5 North (from Marquam Bridge to Interstate Bridge)	.99	1.1	.99
OR 99E (from Lincoln Street to OR 224 interchange)	.99	1.1	.99
US 26 (from I-405 to Sylvan interchange)	.99	1.1	.99
I-405 <sup>C</sup> (from I-5 South to I-5 North)	.99	1.1	.99
Other principal arterial routes <sup>D</sup> I-205 <sup>C</sup> I-84 (east of I-205) I-5 (Marquam Bridge to Wilsonville) <sup>C</sup> OR 217 US 26 (west of Sylvan) US 30 OR 8 (Murray Boulevard to Brookwood Avenue) <sup>C, D</sup> OR 47 OR 99W OR 212 <sup>E</sup> OR 224 OR 213 <sup>F</sup>	.90	.99	.99

**Table Notes:**

- Unless the Oregon Transportation Commission has adopted an alternative mobility target for the impacted state-owned facility within the urban growth boundary, the mobility targets in this table (and Table 7 of the Oregon Highway Plan) are considered standards for state-owned facilities for purposes of determining compliance with OAR 660-012-0060.
- The volume-to-capacity ratios in this table (and Table 7 of the Oregon Highway Plan) are for the highest two consecutive hours of weekday traffic volumes. The 2<sup>nd</sup> hour is defined as the single 60-minute period, either before or after the peak 60-minute period, whichever is highest. See Oregon Highway Plan Action 1.F.1 for additional technical details for state-owned facilities. The mid-day peak hour is the highest 60-minute period between the hours of 9 a.m. and 3 p.m.

## Excerpted from the 2018 Regional Transportation Plan

- C. A corridor refinement plan, which will likely include a tailored mobility policy, is required by the Regional Transportation Plan for this corridor.
- D. Two facilities are not designated as principal arterial throughway routes in the RTP, including OR 8 between Murray Boulevard and Brookwood Avenue and portions of 99W, and are proposed to be removed from Table 7 of the Oregon Highway Plan in the next scheduled update.
- E. OR 212 is designated as a throughway route in the RTP and is proposed to be amended into Table 7 of the Oregon Highway Plan in the next scheduled update.
- F. In October 2018, the OTC approved an alternative mobility target that applies to the intersection of OR 213 and Beaver Creek Road such that during the first, second and third hours, a maximum v/c ratio of 1.00 shall be maintained. Calculation of the maximum v/c ratio will be based on an average annual weekday peak hour.

**Appendix L** describes how this information is used in the region's congestion management process and RTP updates to identify needs and inform consideration and prioritization of multimodal strategies and investments to address congestion in the region. See **Chapter 3** for more information about this policy.

**8.2.3.1 Regional Mobility Policy Update**

Lead agency	Partners	Proposed timing
Metro and ODOT	ODOT, cities, counties, TriMet, SMART, FHWA, SW RTC	2019-21

As part of adopting the 2000 RTP, the first transportation plan to fully implement the Region 2040 Growth Concept, Metro developed a new approach to managing mobility. The new policy came from an extensive conversation with regional elected officials and policy makers over a two-year period, including an alternatives analysis to help officials better understand the tradeoffs with making mobility investments.

Originally adopted by JPACT and the Metro Council in 2000 and amended into the Oregon Highway Plan (OHP) by the Oregon Transportation Commission (OTC) in 2002, the interim regional mobility policy reflects a level of motor vehicle performance in the region that JPACT, the Metro Council and the OTC deemed acceptable at the time of its adoption. Policymakers recognized the policy as an incremental step toward a more comprehensive set of measures that consider system performance for all modes, as well as financial, social equity, environmental and community impacts. This RTP continues that evolution and has defined a broader set of performance measures that can provide a more comprehensive assessment of transportation system performance as reflected in the performance measures identified for each RTP goal and the regional performance targets, including the interim regional mobility policy, contained in Chapter 2 and Chapter 3.

The interim regional mobility policy reflects volume-to-capacity targets adopted in the RTP for facilities designated on the Regional Motor Vehicle Network as well as volume-to-capacity targets adopted in the Oregon Highway Plan for state-owned facilities in the urban growth boundary. In effect, the policy is used to evaluate current and future performance of the motor vehicle network, using the ratio of traffic volume (or forecasted demand) to planned capacity of a given roadway, referred to as the volume-to-capacity ratio (v/c ratio) or level-of-service (LOS).

Traditionally, motor vehicle LOS has been used in transportation system planning, project development and design as well as in operational analyses and traffic analysis conducted during the development review process. As a system plan, the RTP uses the interim regional policy to diagnose the extent of motor vehicle congestion on throughways and arterials during different times of the day and to determine adequacy in meeting the region’s needs. LOS is also used to determine consistency of the RTP with the OHP for state-owned facilities.

The interim mobility policy broke from the historic practice of "one size fits all" congestion standards for roads and freeways to a more tailored approach that coordinates our region's land use goals with the role of our major streets, focuses auto and freight mobility expectations on the freeway system and emphasizes the role of transportation choices in moving people throughout the region. The policy allows for more congestion during the peak period in locations that have good travel options available, such as high capacity transit, while aiming to protect the off-peak period for freight mobility. This new emphasis on a tailored mobility policy and multimodal solutions was also incorporated into the Oregon Transportation Plan (OTP) in 2006, the policy document that frames and organizes all of the state's modal plans for transportation.

The policy also recognizes that past practice of "building our way out" of peak-hour highway congestion is not only fiscally and technically unattainable, but also has unintended impacts that are inconsistent with the adopted 2040 Growth Concept vision, including encouraging development on rural lands outside the urban growth boundary and undermining the broader public and private investments being made in centers and transit corridors. The policy prioritizes investment in a multimodal transportation system in order to make sure that our transportation investments also help us meet our economic development, public health, climate change and fiscal responsibility goals.

In the 2010 RTP, Metro expanded on the concept with the development of a series of regional mobility corridors that provide the geography for monitoring and reporting on mobility. Twenty-four mobility corridors, encompassing the entirety of the region's transportation system, were developed, with each corridor framed by Region 2040 land use outcomes, and bundling throughways, transit, arterial streets and bikeways in each mobility corridor as complementary parts of an integrated system. Metro publishes a periodic Regional Mobility Atlas to provide ongoing tracking performance of these corridors as a foundation for planning and project development work in the region.



**Regional Mobility Policy Update**

There has been increasing discussion of the role of motor vehicle LOS as a performance metric. The region and local communities across the region have adopted goals such as improving safety for all roadway users (e.g., pedestrians, bicyclists, freight and transit users) and encouraging infill development to implement the 2040 Growth Concept, which often conflict with meeting LOS thresholds.

The region has committed to updating the interim regional mobility policy to better align with the comprehensive set of goals and desired outcomes identified in the RTP. This section describes a proposed work plan for considering measures aimed at system efficiency, including people-moving capacity, person throughput and system completeness.

In 2013, ODOT published the Corridor Bottleneck Operations Study (CBOS), another tool for understanding and responding to congestion bottlenecks on throughways within the regional mobility corridors. This tool has since been used to prioritize system management and operational investments on the region's throughways system with an eye toward fine-tuning a mature throughway system with strategic capacity improvements. The few major throughway projects envisioned in the RTP are focused on bottlenecks that are part of this shift toward maintaining, managing and operating a mature system.

Despite these efforts to keep pace with traffic growth in the region, congestion has continued to grow since the 2000 RTP mobility policy was adopted. During this time, the region has experienced significant population and employment growth, straining all parts of our transportation system. During the same period, state investments in the region's freeway system continued to decline from historic levels due to slowing state and federal transportation funding.

Congestion and its impacts on mobility and the region's economic prosperity and quality of life are a top public concern. The update identified current traffic congestion on many of the region's throughways and arterials, and predicts that many of these facilities are unlikely to meet the adopted interim mobility policy targets in the future, including I-5, I-205, I-84, OR 217 and US 26.

ODOT's 2016 Traffic Performance Report<sup>1</sup> shows what many of us have experienced: traffic congestion in the greater Portland region today can occur at any time of the day or week, and is no longer only a weekday peak hour problem. In 2013, about 11 percent of all travel in the greater Portland region occurred during congested periods. This increased to nearly 14 percent in 2015. This increase in congestion is a reflection of the both the region's continued growth, including our substantial economic rebound from the Great Recession that began in 2008.

More recently, the U.S. Department of Transportation issued new regulations (through MAP-21 and the FAST Act) for states and MPOs that will require greater monitoring of mobility on our throughway system and other facilities designated on the National Highway System and setting targets for system performance. While these new requirements differ somewhat from the current mobility policy for the region, the approach is similar.

ODOT and Metro propose to work in partnership on a refinement plan to update the regional mobility policy adopted in the RTP and the OHP Policy IF3 (Highway Mobility Policy) upon completion of the 2018 RTP. The process must comply with the provision of OHP Policy 1F3 and associated Operational Notice PB-02, and must include findings to demonstrate compliance. 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.

---

<sup>1</sup> The 2016 Traffic Performance Report establishes a baseline for long-term monitoring that will help Metro and ODOT better understand the performance of the region's freeway system and supports the region's Congestion Management Process.

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 standards, 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.

Metro and ODOT will engage TPAC, JPACT and other interested stakeholders in development of the scope of work (and desired outcomes) beginning in early 2019, after adoption of the 2018 RTP. The agreed upon scope of work and budget will also be reflected in the 2019-20 Unified Planning Work Program (UPWP). This work is expected to take two years and result in amendments to the RTP and regional functional plans and OHP Policy 1F3 for consideration by JPACT, the Metro Council and the Oregon Transportation Commission prior to the 2023 RTP update.

Expected outcomes of the update include:

- A mobility policy framework will be developed for the regional throughways, which generally correspond with expressways designated in the Oregon Highway Plan (OHP). This policy will be incorporated into the RTP, Regional Transportation Functional Plan (RTFP) and OHP Policy 1F3 for the purpose of evaluating the performance of throughways.
- A mobility policy framework will be developed for arterial streets. This policy will be incorporated into the RTP and RTFP for the purpose of evaluating the performance of county and city-owned arterials, and in OHP Policy 1F3 for the purpose of evaluating the performance of state-owned arterials.

Together, these new policy frameworks will guide transportation system planning as part of future RTP and local TSP updates and monitoring activities in support of the region's ongoing Congestion Management Process (CMP). The policy frameworks will also be applied to the evaluation of transportation impacts of plan amendments during development review, and will provide guidance for operational decisions.

The City of Oregon City has locally adopted the Highway 213 Corridor Alternative Mobility Targets plan, which includes alternative mobility targets at the intersection of Highway 213 and Beaver Creek Road. The Highway 213 Corridor Alternative Mobility Targets were approved by the OTC as an amendment to the OHP in October 2018. It will be imperative that any planning work done regionally related to the regional mobility policy update, shall either create a condition where the Oregon City amendment to the Metro area mobility targets in the OHP is no longer necessary, or shall explicitly state that the Oregon City amendment to the OHP shall remain in effect even when an updated regional policy is adopted.

## 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!

## 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.



- 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.**  
**Senior Project Engineer**  
**Public Works Department**  
City of Oregon City  
PO Box 3040  
625 Center Street  
Oregon City, Oregon 97045  
Email: [dwebb@orc.org](mailto:dwebb@orc.org)  
503.974.5508 Direct dial  
503.657.0891 City Hall  
503.312.5648 Mobile  
503.657.7892 Fax

**Website:** [www.orcity.org](http://www.orcity.org) | [webmaps.orcity.org](http://webmaps.orcity.org) | Follow us on: [Facebook!](#) | [Twitter](#)  
*Think GREEN before you print.*

Public Works/Engineering Counter hours at City Hall, 625 Center Street, are Monday through Thursday, 9 AM to 4 PM.  
The counter is closed each Friday to walk-in customers.

City Hall hours remain Monday through Friday, 8 AM to 5 PM (except holidays).

*PUBLIC RECORDS LAW DISCLOSURE: This e-mail is subject to the State Retention Schedule and may be made available to the public.*

This page intentionally left blank.





- 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.

This page intentionally left blank.

## 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.

## 4/23/19 Regional Mobility Policy Scoping Meeting Notes Clackamas County Coordinating Committee TAC

**Attendees:** Dwight Brashear (SMART), Seth Brumley (ODOT), Lance Calvert (West Linn), Steve Keller (Tualatin), Jaimie Lorenzini (Happy Valley), Eve Nilender (TriMet), Ellen Rogalin (Clackamas County), John Southgate (Gladstone consultant), Dayna Webb (Oregon City), Mike Ward (Lake Oswego), Zach Weigel (Wilsonville), Jim Whynot (Gladstone), Steve Williams (Clackamas County) and Tonia Williamson (North Clackamas Parks and Recreation District).

**Project team:** Lidwien Rahman (ODOT) and Kim Ellis (Metro)

### Discussion

- Need more nuanced approach for evaluating mobility in development review and plan amendments.
- Targets should leave room for growth in the future. Also need to take into account/take credit for contributions from other modes.
- Ensure measures are comprehensive.
- Current policy has been challenging to meet in concept plan areas and at edges of UGB
  - Concept planning results in comprehensive plan amendments, triggering TPR -0060 which applies the regional mobility policy as a standard for ODOT facilities
  - Significant travel coming from outside UGB as neighbor cities continue to grow
  - Oregon City adopted alternative mobility standard for OR 213/Beavercreek Road that was approved by the Oregon Transportation Commission in 2018. It will be important for this project to either retain this standard or eliminate the need for the standard. This language is reflected in 2018 RTP.
  - Happy Valley/Carver area plan amendments – OR 224/212/Rock Creek interchange area is not anticipated to meet mobility policy
- Engage freight distribution companies in Clackamas County during stakeholder interviews

### Comments raised but that won't be addressed through this project

- Desire for region to think about 40 or 50 year time horizon
- Identification of potential solutions to address mobility needs
  - New loop road to provide more highway mobility in the region
  - Reverse ramp meters so traffic doesn't back up onto arterials streets while waiting to access throughways
    - The project team noted that the updated mobility policy may amend current freeway ramp standard of .85 v/c (OHP Action 1F1), and may change analysis method and target for vehicle queue lengths on freeway off-ramps – likely prioritizing freeway mobility and safety over arterial congestion).

This page intentionally left blank.

## 4/29/19 PBOT Regional Mobility Policy Scoping Meeting Notes

**Attendees:** Kristin Hull, Eric Hesse, Mauricio LeClerc, Bob Kellett, Peter Hurley

**Project team:** Lidwien Rahman, Kim Ellis and Glen Bolen

### Agenda

- Overview and Status of Regional Mobility Policy Update – Metro and ODOT staff
- Overview of DPT Work (development review LOS) – PBOT staff
- Overview of PBOT alternative mobility standard Next Steps – PBOT staff

### Discussion items

- Clarified PBOT roles/responsibilities:
  - Eric will continue to be TPAC lead and lead on Regional Mobility Policy Update
  - Mauricio has area planning and project group and will be connected to long-range planning implementation;
  - Portland development review group wants clear guidance which will be addressed in (Development Permitting and Transit (DPT) effort
- Clarified ODOT roles/responsibilities:
  - Lidwien is retired and working as a temp employee as ODOT PM for project
  - Glen may provide support for project and support Hector's role as liaison to Portland; Glen is taking on TGM and Metro/MPO Liaison work and other LR roles

### Desired outcomes for Regional Mobility Policy Update

- The final regional mobility policy should:
  - advance multiple outcomes (safety, equity, climate, etc.)
  - focus on outcomes rather than inputs
  - be easily communicated to policymakers and partners
  - relatively easy for small jurisdictions to measure
  - transition away from 2-hour v/c 1.1 conundrum
  - be comprehensive without being overly complicated; shouldn't result in having a measure for each mode
  - shift focus to people and goods movement trips (and away from focus on vehicle trips)
  - consider full spectrum of mobility from people/goods trips to access to destinations (jobs and community places)

### Suggestions for project and policy development

- Problem statement - include the outcomes we want to advance in the problem statement
- Best practices research – look at VDOT work to meld old and new, California VMT measure
- Consider a “Steady State” policy - use regional travel model or other tools to assess multiple hours of the day; consider an average over a TBD period of time to measure the impacts over an average period (e.g., 8 hours)
- Consider Portland's “magnificent 7” example
  - select a small number of measures that advance multiple outcomes

Portland challenges with current policy framework

- Criteria for development review is that it must pass legal muster, i.e. must demonstrate nexus and proportionality
- ODOT uses mobility policy to determine adequacy of mitigation strategies
- Current standard for interchange ramps is .85 not the freeway segment measures in RTP or OHP Table 7– we will need to evaluate

How Portland measures mobility in TSP

- PDX mobility metrics in TSP – focuses on non-freight vehicle trips

Questions raised

- Need to figure out how it fits with their local system (the streets/facilities on the RTP system maps vs. local system) to identify potential gaps between regional and city work and understand implications for future city work
- Ped PDX now going through adoption; establishes priority pedestrian network which focuses on arterials and greenways, i.e. is more closely aligned with regional systems
- Expressed potential interest in Metro RC staff developing new tools for measuring mobility as a result of this project or making recommendations to that effect; recognized this project will not develop new tools
- Mobility policy should not be a barrier to development in the right places
- Mobility Policy update will not affect Portland Central City MMA status (but may result in other measures besides congestion or V/C that would still apply to plan amendments in MMA)

**Development, permitting and transit (DPT) Project**

- Matt Berkow is PM
- RFP out and final stages of selecting consultant
- Kurt Krueger's team is involved
- 1-1.5 year process
  - identify what data needs
  - define minimum threshold impact/triggers
  - define menu of mitigations that maintains proportionately
  - update to city code is a key outcome
  - substantial developments that are happening that are allowed under current zoning without requirement of mitigation; the DPT project will address this to some extent
  - may develop a tool/spreadsheet that can be used to determine adequacy of mitigation strategies (e.g., San Jose)
- They will have a TAC, but not clear whether other agencies will be involved. ODOT requests to be included.
- Even though ODOT/Metro mobility policy doesn't have standards for permitted uses, many local jurisdictions do. The city of Portland may do something like this given the amount of development occurring and deficiencies in transportation system (do things differently to exact more out of development)
- Early tasks under way
  - Task 1. Existing conditions and desired outcomes
  - Task 2. Best practices review

**Relationship to Long-range planning**

- TSP identifies congestion hotspots and identified a refinement plan to address these.
- ODOT asked city to wait until RTP mobility policy work completed before embarking on the refinement plan
- The RMP work may help inform the city's refinement planning
- For plan amendments that occur while this project is under way, Portland staff should:
  - meet with ODOT staff to discuss whether there is a significant impact on the land use side. Not modeling, but discussion.
  - Document assumptions to show whether the impact has already been accounted for in the TSP and comp plan update and talk in more detail about impacts in the areas within the vicinity of hot spots identified in the TSP.

This page intentionally left blank.

## **5/1/19 Regional Mobility Policy Scoping Meeting Notes East Multnomah County Coordinating Committee TAC**

**Attendees:** Scott Anderson (Multnomah County), Jessica Berry (Multnomah County), Chris Damgen (Troutdale), Phil Healy (Port of Portland), Katherine Kelly (Gresham), Eve Nilender (TriMet), John Niiyama (Wood Village), Hector Rodriguez-Ruiz (ODOT) and Jamie Snook (Metro).

Project team: Lidwien Rahman (ODOT) and Kim Ellis (Metro).

### **Discussion**

- Engage consultants that typically do traffic analysis for local governments and ODOT as part of scoping and during the project
- Look at Kittelson's work, particularly Marc Butorac's recent work on moving beyond LOS
  - Katherine Kelly to share copy of presentation from Dec. 2018 legal training
- Support for overall approach and desire for updated policy to be multimodal
- No specific concerns raised
- Request for EMCTC policy group briefing prior to the July 18 JPACT meeting
  - Kim and Jessica to follow up to determine briefing date

### **Questions raised**

- Timing of when local governments would need to update TSPs to reflect updated policy
  - post 2023 RTP – within 1 year of RTP adoption per TPR or a schedule identified at time of adoption of the 2023 RTP

### **Other efforts identified**

- Gresham TSP update under way
  - Gresham Transportation Advisory Committee is providing oversight and has a topical discussion for each meeting; Councilor Echols chairs the committee
  - Request for a presentation on this work in June as part of a broader performance measure presentation to inform their TSP work and provide an opportunity for the committee to weigh in on regional mobility policy work
    - Kim to follow-up with Katherine



This page intentionally left blank.

## 5/2/19 Regional Mobility Policy Scoping Meeting Notes Washington County Coordinating Committee TAC

**Attendees:** Tina Bailey (Hillsboro), Chris Deffebach (Washington County), Reza Farhoodi (Washington County), Bob Galati (Sherwood), Steve Kelley (Washington County), Terry Keyes (Cornelius), Jabra Khasho (Beaverton), Anne MacDonald (Clean Water Services), Mike McCarthy (Tualatin), Tom Mills (TriMet), Chris Neamtzu (Wilsonville), Grant O'Connell (TriMet), Jessica Pelz, (Washington County), Luke Pelz (Beaverton), James Reitz (Forest Grove), Jeannine Rustad (THPRD), Julie Sosnovske (Washington County), Dyami Valentine (Washington County), Andy Varner (North Plains), Erin Wardell (Washington County), Mike Weston (King City), John Whitman (Ride Connection), and Joe Younkens (Washington County).

**Project team:** Lidwien Rahman (ODOT) and Kim Ellis (Metro)

### Discussion

- The final regional mobility policy should be:
  - relatively easy to measure; that is in part why the current policy has been in place for so long
    - data is readily available
    - calculation is straightforward to make
  - comprehensive (multimodal) without being overly complicated
- Support approach to rely on existing committees, including county coordinating committees
  - Open to convening special meetings of the WCCC TAC if needed

### Questions raised

- Need to figure out implications for permitting process and project designs, particularly projects funded regionally

This page intentionally left blank.

## 6/6/19 Regional Mobility Policy Scoping Meeting Notes Portland Freight Committee

**Members in attendance:** Mike Albrecht (Franz Bakery), Tom Bouillion (Port of Portland), Corky Collier (Columbia Corridor Association), Tim Collins (Metro), Tom Dechenne (Colliers International), Maria Ellis (Portland Business Alliance), Sorin Garber (Sorin Garber Consulting), Jerry Grossnickle (Bernert Barge Lines), Bob Hillier (PBOT), Andrew Kirkland (Coca Cola), Steve Kountz (Bureau of Planning & Sustainability), Stephanie Lonsdale (PBOT), Bob Short (Short Associates), Kari Sprenger (ODOT), and Pia Welch (Fed Ex).

**Guests:** Doug Allen (AORTA), Kristin Hull (PBOT), Frank Giustino (Sequential), Denver Igarta (PBOT), Sean Philbrook (Identity Clark County), Michelle Marx (PBOT), Kurt Reichelt (HDR), Marian Rhys (AORTA), and Michelle Sprague (HAND neighborhood association).

**Project team:** Kim Ellis (Metro)

### Discussion

- Don't throw out level of service; it has value due to its simplicity.
- Look at Highway Capacity Manual (HCM)/Transportation Research Board (TRB) multimodal LOS research for intersections and biking, walking and transit.
- New research is looking at "vehicles in motion" concept to get at how many people are using a facility.
- Retain distinguishing between throughways and arterials.
- Separate freight and transit from other modes.
- 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.
- Industry and freight-related workers are becoming more dependent on driving and often have longer commutes with fewer travel options due to housing affordability. This should be considered as a result they are likely to be most impacted by this.
- Appreciate factoring in financial feasibility and cost-effectiveness of update policy. It is important to look at the effects on the cost of development that mitigating transportation impacts may have. Requiring more mitigation of developers could have the unintended consequence of making housing affordability worse.
- People are still dependent on driving; getting people to work reliably should be an outcome that is considered in the update.
- It will be important for the project to consider how travel demand and use of the road system is changing due to E-commerce, Uber/Lyft, etc. recognizing analysis tools don't account for these trends. There is data out there that could be useful to inform the project.
- Don't lose freight in the focus on reducing trips.
- Consider over-dimensional routes when looking at freight routes.
- Measures for system/network resiliency and state of good repair should be considered as they also impact mobility.

### Comments raised but that won't be addressed through this project

- You cannot accommodate all modes on every street.
- Address conflicts in modal functional classifications of regional roads and the competing interests.

This page intentionally left blank.

# Memo



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Date: June 12, 2019  
To: Transportation Policy Alternatives Committee (TPAC), Metro Technical Advisory Committee (MTAC) and interested parties  
From: John Mermin, Senior Transportation Planner  
Subject: Regional Framework for Highway Jurisdictional Transfer

---

## Background

This project provides Metro with an opportunity to help facilitate a conversation between the state and local partners to address a long-standing issue identified in the Regional Transportation Plan (RTP) since 2010. ODOT will be a key partner of this study.

Metro and ODOT staff briefed JPACT on this project in July 2018 as part of discussions of the RTP Implementation Chapter (Chapter 8 of the 2018 RTP). Metro staff briefed JPACT again in April 2019 after a Request for Proposals (RFP) had been issued for the project.

A Jurisdictional Transfer assessment was identified in the RTP as a necessary step to help our region meet its equity, safety and multi-modal goals. In the Metro region, ownership patterns of streets, roads and highways reflect historical patterns but do not necessarily reflect current transportation uses, land use and development patterns. The history of roadway provides an important context for decision-making. Sometimes called an “orphan highway” these arterials were originally constructed by the State of Oregon as a rural or farm-to-market roadway. But as city limits expanded, many of these roads became surrounded by an increasingly dense urban environment. These changes in the character of the roadway may warrant a change in ownership.

The purpose of the project is to identify which state-owned routes in the Portland metro region should be evaluated and considered for jurisdictional transfer. As part of this process, we will identify gaps and deficiencies on these routes, develop a cost methodology, identify barriers and opportunities for transfer from state ownership to local ownership, and create tiered technical rankings of the transfer candidates.

The process will provide an opportunity to address issues related to classifications, cost estimates and mechanisms for transfer. However, *it does not commit funds or commit a jurisdiction to transfer.*

## Next Steps

Metro is kicking off the Jurisdictional Transfer project in June of 2019 and the work will continue throughout 2020. Metro staff is in the process of hiring a consultant to help with the technical work. Staff will be bringing back deliverables to TPAC and JPACT at key decision points throughout the project.

Materials following this page were distributed at the meeting.

## Regional Framework for Highway Jurisdictional Transfer

### Oregon Highway Plan (OHP) vs Regional Transportation Plan (RTP) functional classifications

OHP	RTP
Statewide	Principal Arterial
	Major Arterial
Regional	Principal Arterial
District	Principal Arterial
	Major Arterial
	Minor Arterial

#### Oregon Highway Plan (last updated 1999)

**Statewide Highways** typically provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by Interstate Highways. A secondary function is to provide connections for intra-urban and intra-regional trips. The management objective is to provide safe and efficient, high-speed, continuous-flow operation. In constrained and urban areas, interruptions to flow should be minimal. Inside Special Transportation Areas (STAs), local access may also be a priority.

**Regional Highways** typically provide connections and links to regional centers, Statewide or interstate Highways, or economic or activity centers of regional significance. The management objective is to provide safe and efficient, high speed, continuous-flow operation in rural areas and moderate to high-speed operations in urban and urbanizing areas. A secondary function is to serve land uses in the vicinity of these highways. Inside STAs, local access is also a priority. Inside Urban Business Areas, mobility is balanced with local access.

**District Highways** are facilities of county-wide significance and function largely as county and city arterials or collectors. They provide connections and links between small urbanized areas, rural centers and urban hubs, and also serve local access and traffic. The management objective is to provide for safe and efficient, moderate to high-speed continuous-flow operation in rural areas reflecting the surrounding environment and moderate to low-speed operation in urban and urbanizing areas for traffic flow and for pedestrian and bicycle movements. Inside STAs, local access is a priority. Inside Urban Business Areas, mobility is balanced with local access.

#### Regional transportation Plan (last updated 2018)

**Principal Arterials** form the backbone of the motor vehicle network. These routes connect over the longest distance and are spaced less frequently than other Arterials or Collectors. These facilities form the primary connections between the central city, regional centers, industrial areas and intermodal facilities, as well as between neighboring cities and the metro region. Principal arterials generally span several jurisdictions and often are designated to be of statewide importance and serve as major freight routes.

**Major Arterials** serve longer distance through trips and serve more of a regional traffic function. They interconnect and support the throughway system and are intended to provide general mobility for travel within the region. Correctly sized arterials at appropriate intervals allow through trips to remain on the arterial system thereby discouraging use of local streets for cut-through travel. Arterial streets link major commercial, residential, industrial and institutional areas and are usually spaced about one mile apart and are designed to accommodate bicycle, pedestrian, truck and transit travel.

**Minor arterials** serve shorter, more localized travel within a community. They interconnect and support the throughway system and are intended to provide general mobility for travel within the region. Correctly sized arterials at appropriate intervals allow through trips to remain on the arterial system thereby discouraging use of local streets for cut-through travel. Arterial streets link major commercial, residential, industrial and institutional areas and are usually spaced about one mile apart and are designed to accommodate bicycle, pedestrian, truck and transit travel.



## 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?

Scot Siegel: 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.

Nina Carlson: 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).

Karen: To me, 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?

Nina: worried about the term equity. What might work mobility-wise for someone in Portland is different than in Clackamas County.

Karen: 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.

Bev: We also need to consider age, education, income, ability.

Nina: We should set our goals for population and jobs 20 years in the future.

Karen: The mobility standards help guide us in our long term plans, but also used in development today.

Scot: 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.

Bev: 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.

Nina: My job requires me to have a car. What are we going to do to have employers incentivize teleworking?

Scot: 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?

Karen: 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.

Bev: Yes, the policy should be defined in different ways.

Nina: Concerned about the people who have always lived in the outer rings; feel like they are more at risk of displacement.

Scot: 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.

Nina: 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.

Karen: 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?

Scot: 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.

Nina: Need to look at best practices.

Bev: 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.

Nina: 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).

Karen: What about mobility corridors? One of the project objectives should be clearly identifying how to move mobility corridor concepts forward.

Scot: 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.

Karen: 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?

Bev: 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.

Nina: 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?

Scot: Implications of HB 2001. Assuming whatever comes out of that bill will be considered and accounted for.

Nina: 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)
- Anna Slatinsky, City of Beaverton (MTAC)
- Jeannine Rustad, THPRD (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)



Metro



Oregon  
Department  
of Transportation

Photo Credit: Shutterstock

# METRO/ODOT MOBILITY POLICY UPDATE

Kim Ellis, Metro Project Manager

Lidwien Rahman, ODOT Project Manager

TPAC/MTAC Workshop | June 19, 2019

# Today's purpose

Provide a project overview  
and update

Seek input on scoping  
questions through small  
group discussion





# As greater Portland grows...

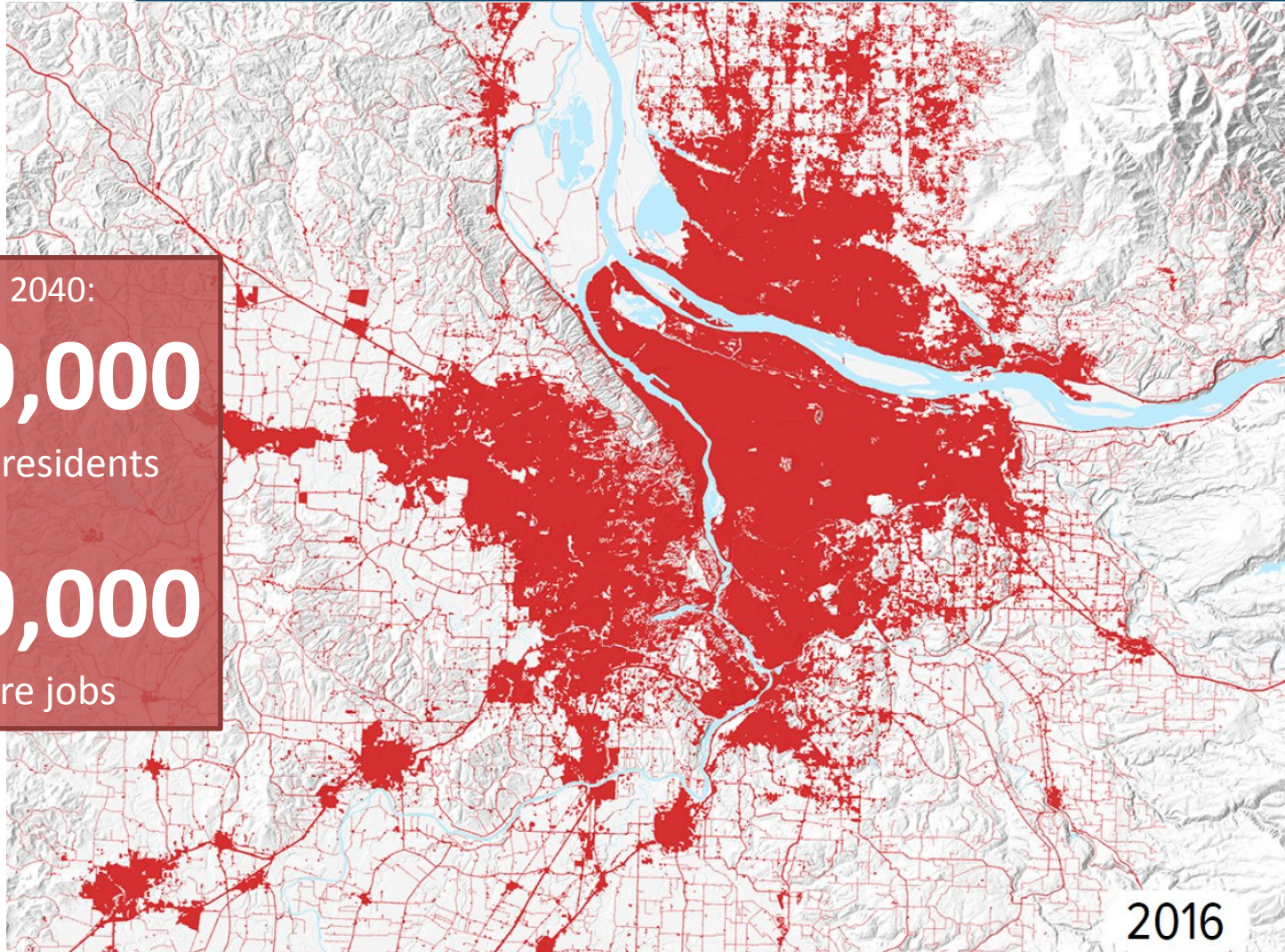
By 2040:

**500,000**

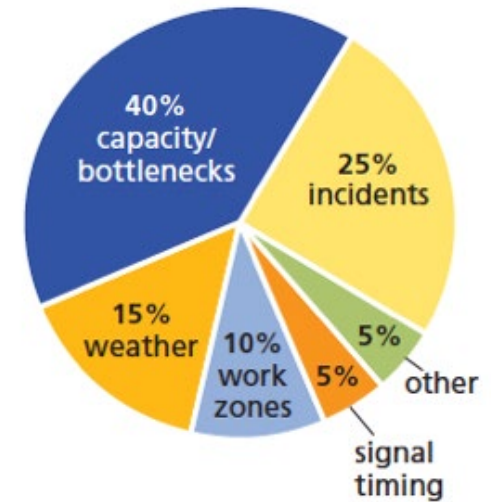
more residents

**350,000**

more jobs



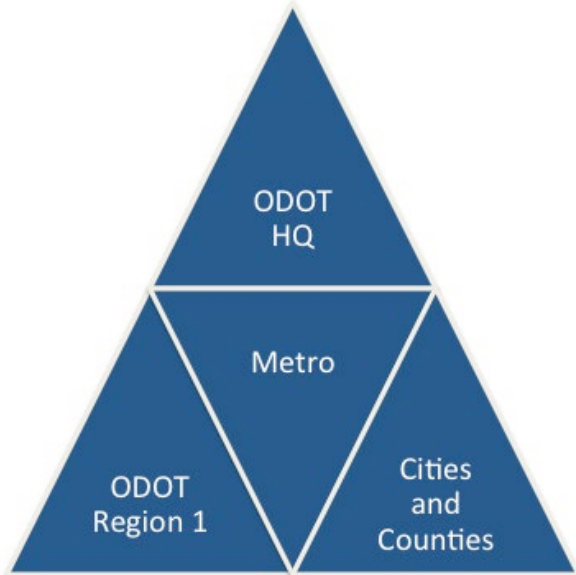
# ...more people and goods travel



More than half of all congestion is caused by crashes, breakdowns and other causes.

- 2018 RTP Chapter 4

# Coordinated planning and decision-making



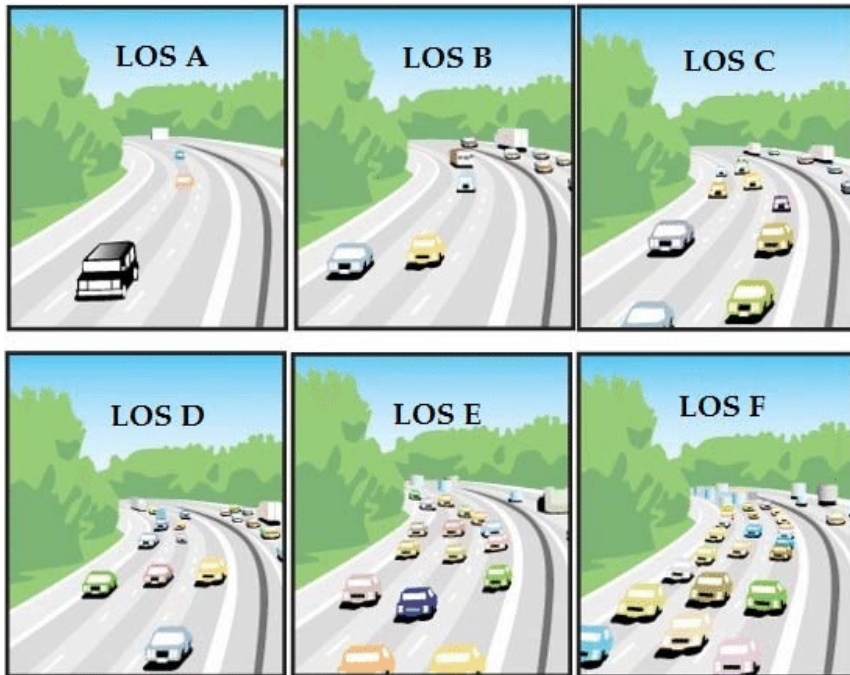
Federal and state law define roles and responsibilities and expectations for coordinated planning

Plans identify needs and guide policy and investment decisions for the parts of the system they address



# Traditional measure of mobility | Level of Service (LOS)

## What it looks like and how it's measured



LOS	V/C	Throughways
A	.50 to .59	More than 60 mph
B	.60 to .69	57 to 60 mph
C	.70 to .79	54 to 57 mph
D	.80 to .89	46 to 54 mph
E	.90 to .99	30 to 46 mph
F	1.0	Less than 30 mph
F+	>1.0	

Source: Adapted from TRB Highway Capacity Manual

Among the most widely adopted metrics for reporting transportation system performance in the U.S.

Measures how full the system is based on vehicle volumes, capacity of road and vehicle speeds

# What is our current mobility policy?

Targets accept peak period congestion but preserve off-peak mobility for freight

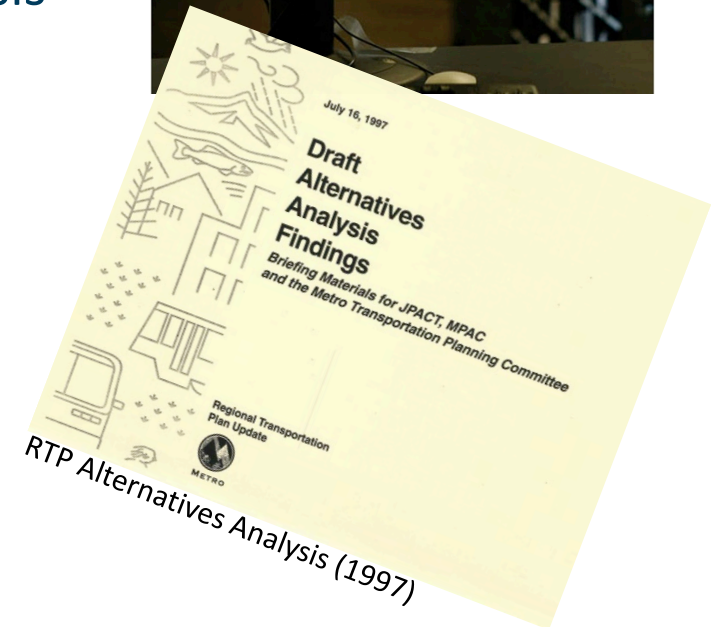
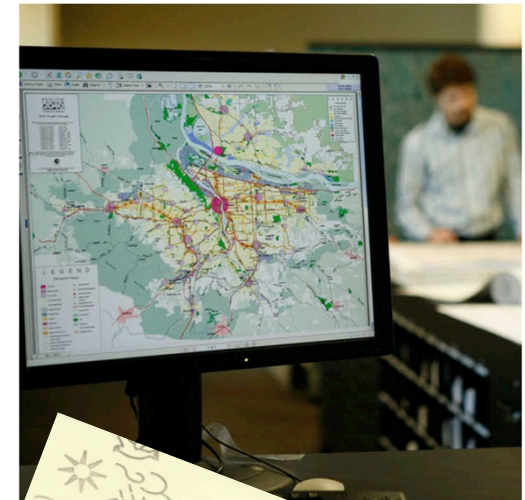
Locations	Targets		
	Mid-day	1 <sup>st</sup> hour*	2 <sup>nd</sup> hour*
Centers and main streets	.99	1.1	.99
Arterials outside of centers and main streets	.90	.99	.99
Throughways**	.99 or .90	1.1 or .99	.99

\* = AM/PM 2-hour peak period

\*\* = Varies by facility

# How we got here...2000 RTP

- First plan to implement 2040 Growth Concept
- Regional mobility policy was all-day LOS “D” for all major streets and throughways
- Metro conducted LOS alternatives analysis of possible policy changes, based on political consensus that the public was:
  - (a) not expecting this level of mobility
  - (b) unwilling to pay for the road capacity it would require
  - (c) wary of the impacts of projects that would have to be built



# Build complete system to reduce auto reliance and drive alone trips

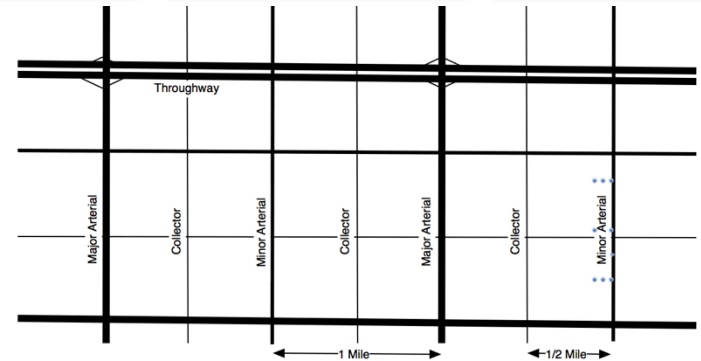
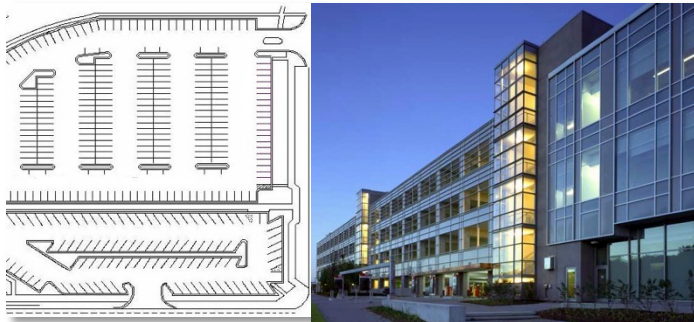
## Set regional Non-SOV targets



## Set limits for sizing and connectivity

Class	Capacity	Spacing
Throughway	Up to 6 lanes	n/a
Arterial	Up to 4 lanes	1 mile
Collector	2-3 lanes	1/2 mile
Local	1-2 lanes	330 to 530'

## Set parking minimums & maximums



# Region's congestion toolbox

1



## Community design strategies

- Walkable communities and job centers facilitated by compact land use in combination with walking, biking and transit connections
- Mixed-used areas and transit-oriented development
- Parking management and pricing

2



## Travel Information and Incentives strategies

- Commuter travel options programs
- Household individualized marketing programs
- Car-sharing and eco-driving techniques
- Safe Routes to School programs
- Ridesharing (carpool, vanpool) services

3



## System management and operations strategies

- Real-time variable message signs and speed limits
- Signal timing and ramp metering
- Transit signal priority, bus-only lanes, bus pull-outs
- Incident response detection and clearance
- Access management (e.g., turn restrictions, medians)

Emerging



## Congestion pricing strategies

- Peak period pricing
- Managed lanes
- High occupancy toll (HOT) lanes

4



## Active Transportation strategies

- New biking and walking connections to schools, jobs, downtowns and other community places
- Bicycle infrastructure (e.g., bicycle racks, lockers and other bicycle amenities at transit stations and other destinations)
- Separated pathways and trails

5



## Transit strategies

- High capacity transit
- Expanded transit coverage
- Expanded frequency of service
- Improvements in right-of-way to increase speed and reliability of buses and MAX
- Community and job connector shuttles
- Park-and-ride lots in combination with transit service

6



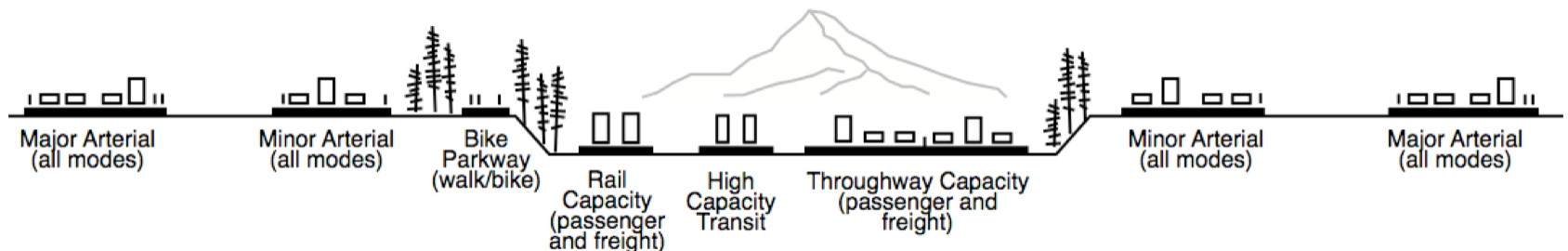
## Street and throughway capacity strategies

- Local and arterial street connectivity to spread out travel
- Addition of turn lanes at intersections, driveway restrictions and other geometric designs such as roundabouts
- Road widening to add new lane miles of capacity (e.g., adding auxiliary lanes, additional general purpose lanes); pricing is considered when adding new throughway capacity in the region



# How we got here...2010 RTP

- Evolved to be outcomes-based
- Identified the need to develop alternative mobility standards
- Added concept of mobility corridors and system completion to define a finish line
- Continued emphasis on multimodal solutions for the region's major travel corridors and making the most of what we have

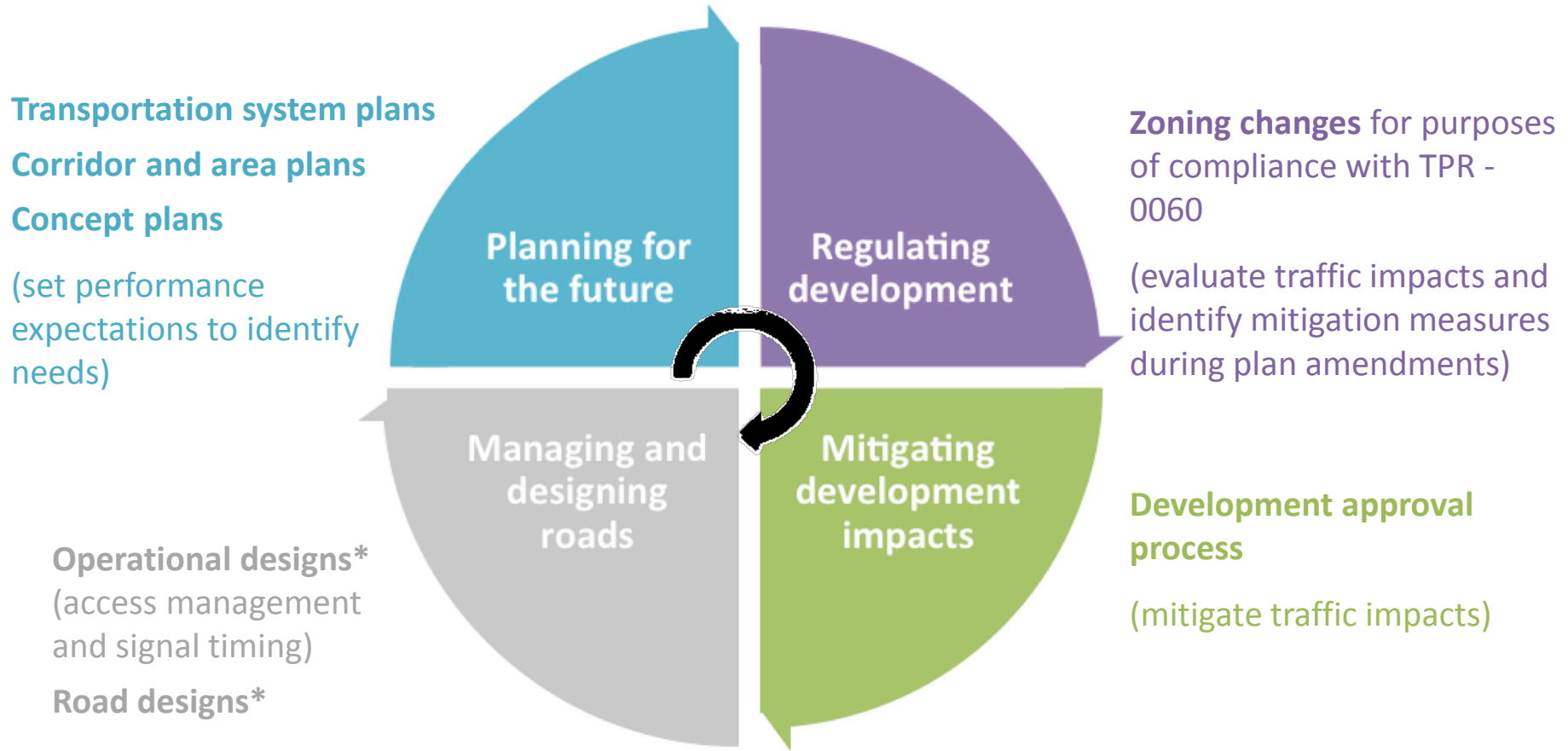


# How we got here...2018 RTP

- New and updated system performance measures and targets reflect broader set of goals and desired outcomes
- New federal MAP-21 targets that focus on reliability for people and freight
- Equity, safety, climate and congestion identified as key priorities



# How is volume-to-capacity used today?

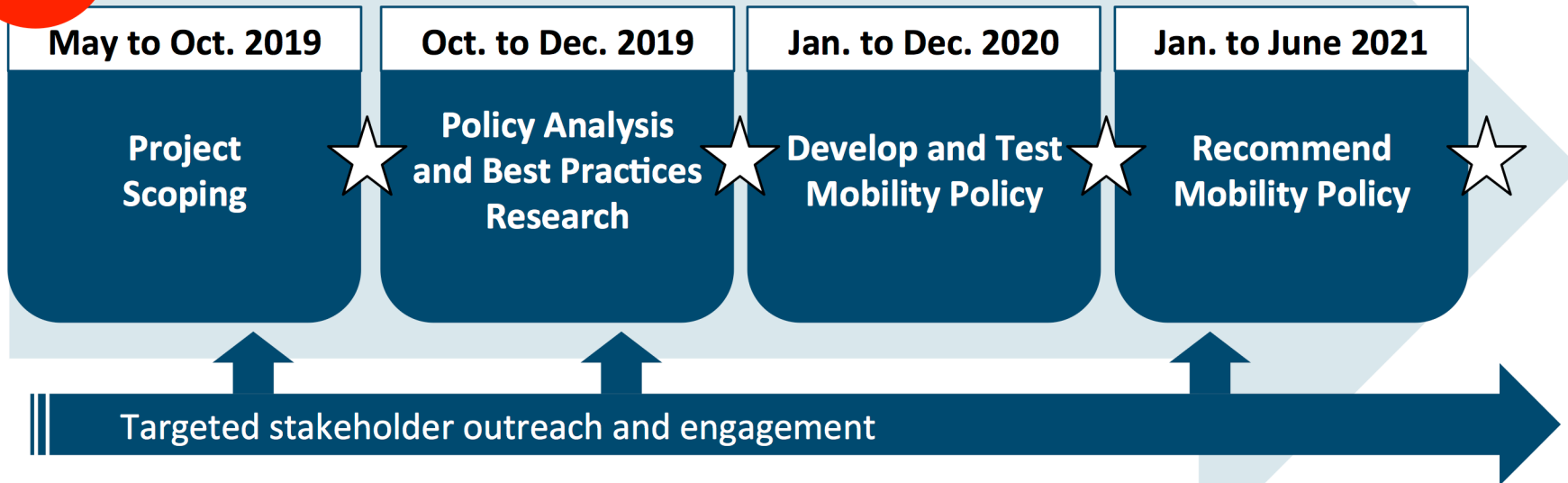


\* As defined in the Oregon Highway Design Manual

# Regional Mobility Policy Update

## Draft project timeline

We Are Here



☆ Metro Council action on JPACT recommendations

## Project purpose

- **Update the mobility policy framework** in the Regional Transportation Plan (RTP) and Oregon Highway Plan (OHP)
- **Develop alternative mobility measures and targets** to guide the development of regional and local transportation system plans and the evaluation of plan amendments (zoning changes) subject to the Transportation Planning Rule (TPR) -0060



# Desired project outcomes

- ❑ Clear mobility expectations and targets to support decision-making
- ❑ Innovative and multimodal, moving beyond focus on vehicles
- ❑ People and goods movement
- ❑ Distinguish between throughways and arterials
- ❑ Financially realistic
- ❑ Supports regional equity, safety and climate goals
- ❑ Supports state, regional and community plans and policy objectives
- ❑ Applicable at system plan, mobility corridor and plan amendment scale
- ❑ **Other objectives?**

# Other approaches to measure success?

Vehicle miles traveled

People and goods throughput

Transit service frequency and coverage

Mode share

Bike and pedestrian network completion

Accessibility (e.g., jobs and other destinations)

Travel time reliability (motor vehicle, freight and transit)

Other alternative measures? Which are most important?



## Partnerships and engagement



**Metro Council, JPACT and OTC** decision-making processes

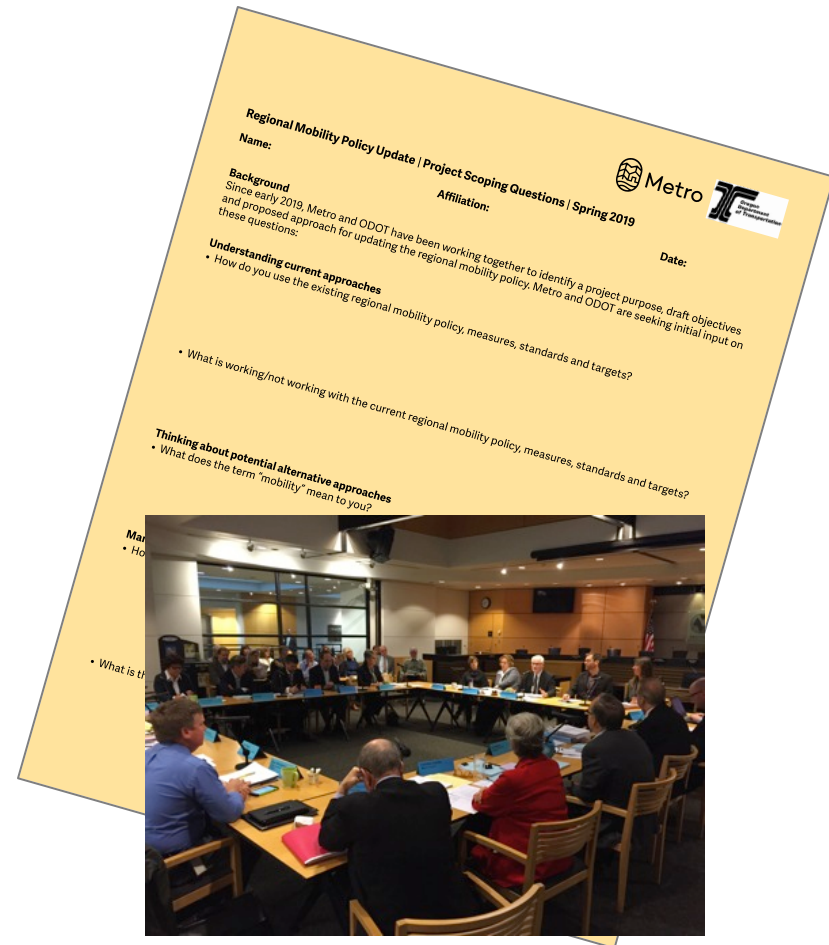
**Existing regional technical advisory committees**

**Targeted outreach** to cities and counties through coordinating committees, business and freight associations, practitioners, developers, community-based organizations



## Scoping engagement activities

- TPAC and MTAC
- Coordinating committees
- Stakeholder interviews
- Community leaders' forum
- Metro Council
- JPACT



# What We've Heard | Emerging Themes

- ✓ Equitable
- ✓ Multimodal
- ✓ Flexible
- ✓ Intuitive and understandable
- ✓ Achievable
- ✓ Easily calculated and lasting
- ✓ Don't throw out level-of-service
- ✓ Rely on existing committees
- ✓ Engage the public



# Shaping the work plan

**JUNE 25**

Metro Council discusses approach and desired outcomes for update

**JULY 18**

JPACT discusses approach and desired outcomes for update

**SUMMER**

Stakeholder interviews and outreach to further shape approach and desired outcomes for update

**FALL**

Finalize work plan and engagement plan for consideration by JPACT and the Metro Council

# Questions to discuss today



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



What alternative measures are most important?



Should the policy and measures be different for different places? If so, how?



Did we miss anything in the project objectives?

# Thank you!

**Kim Ellis, Metro**

[kim.ellis@oregonmetro.gov](mailto:kim.ellis@oregonmetro.gov)



**Lidwien Rahman, ODOT**

[lidwien.rahman@odot.state.or.us](mailto:lidwien.rahman@odot.state.or.us)





# Oregon Household Travel Survey Overview

---

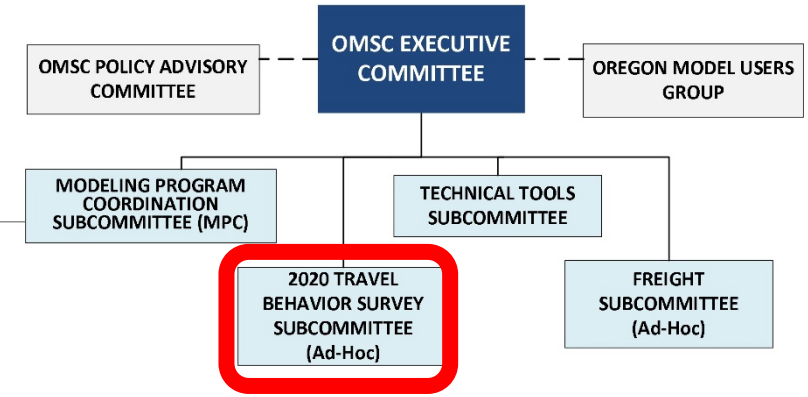
TPAC/MTAC Workshop

June 19<sup>th</sup>, 2019

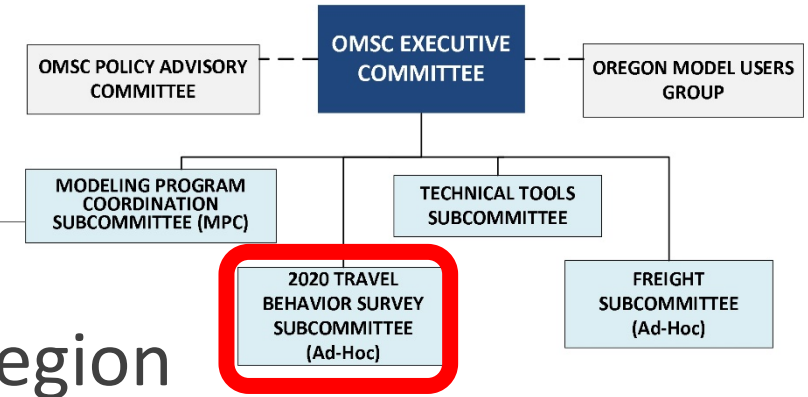
*Chris Johnson, Portland Metro Modeling and Forecasting Manager*

# Agenda

- Background
- Approach
- Status
- Timeline
- Questions/Discussion



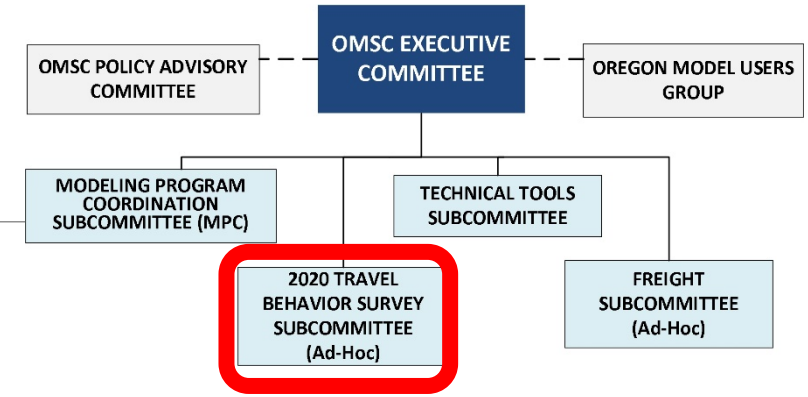
# Who? What? When?



- Representative Cross-Section of HHs for a Region
- Each HH Member Asked to Complete a Daily Travel Diary
- Diary Asks Who? What? Where? Why? How? About Travel
- Completed Diaries Converted to Data for Further Analysis
- Typically Conducted Every 5-10 Years

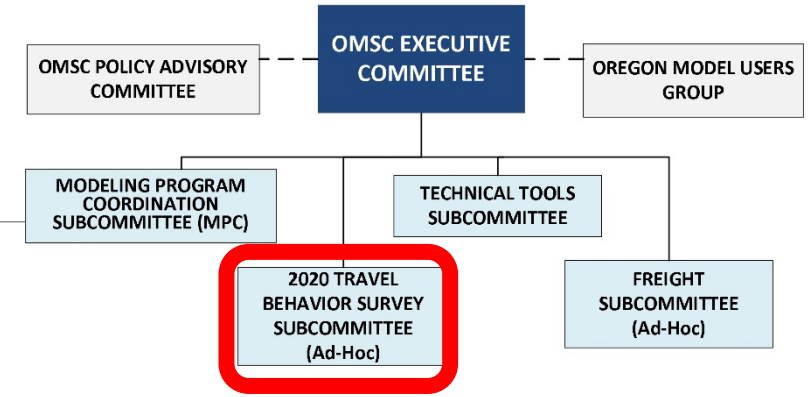


# Why?



- Help Track Changes in Travel Trends
- Provide a “Comprehensive” Snapshot of Travel Behavior
- Help Correlate and Understand Important Linkages
- Help Update Technical Tools and Models
- Preserves Prior Investments in Research and Development
- Provide the Analytical Foundation for Policies and Plans

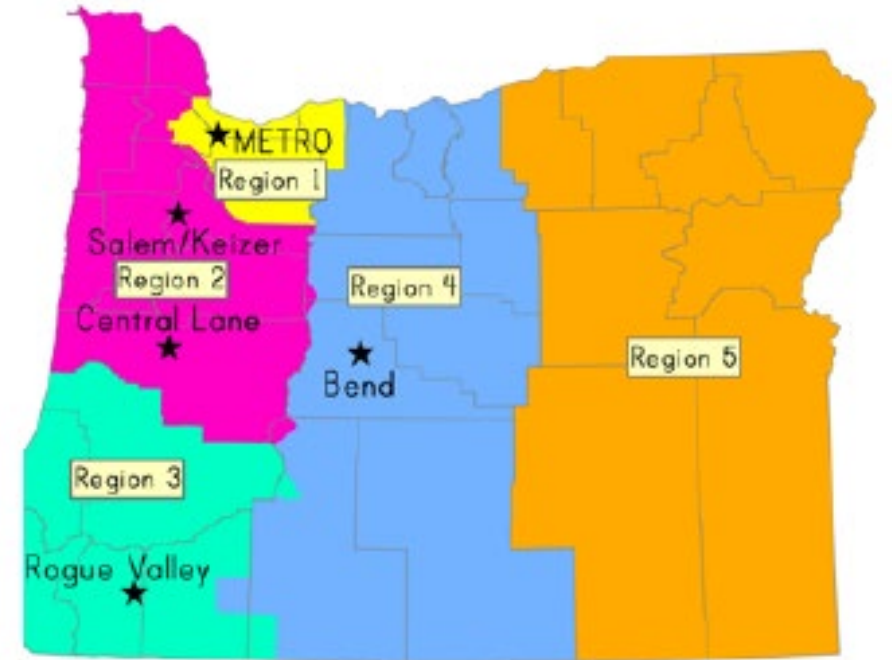
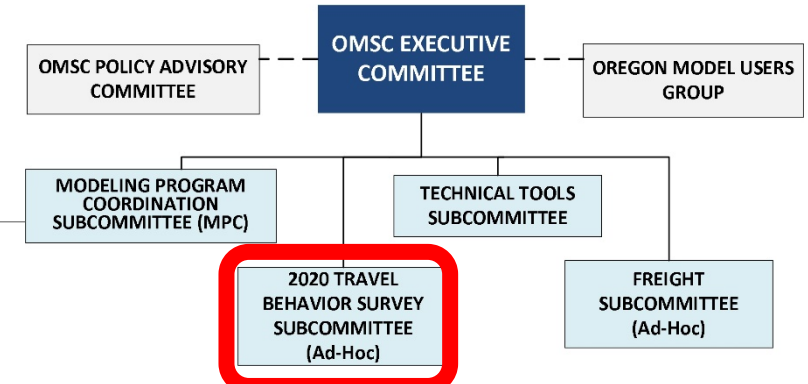
# How? Then and Now



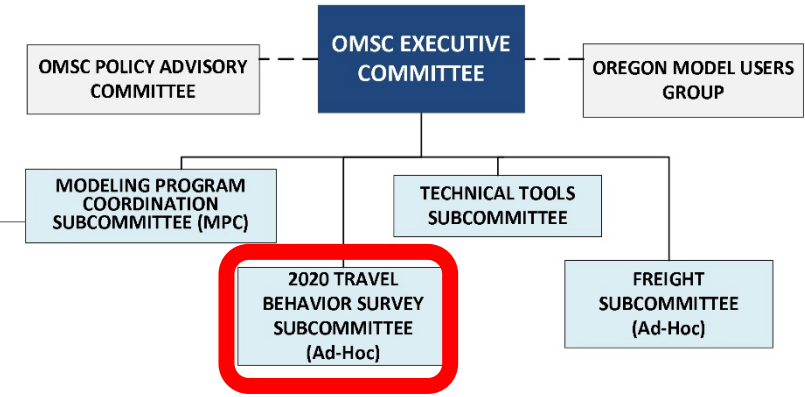
- Then: Paper Diaries, Manual Coding
- Then: Lagged Error-Checking, Target Uncertainty
- Then: More Inefficiencies, More Incomplete/Unusable Surveys
- Now: Electronic Diaries, Automated/Passive Data Collection
- Now: “Real Time” Progress/Error-Checking, Target Certainty
- Now: More Efficiencies, More Usable Data
- Now: Bigger Bang for the Buck!

# Quick Facts: Last Survey

- Conducted between 2009 and 2011
- Included All MPOs and RTC
- Urban and Rural Components
- Approximately 18,000 HHs Participated
- Single Day Paper Diary via US Mail
- Planning Started in 2005
- Data Still Very Much in Use!

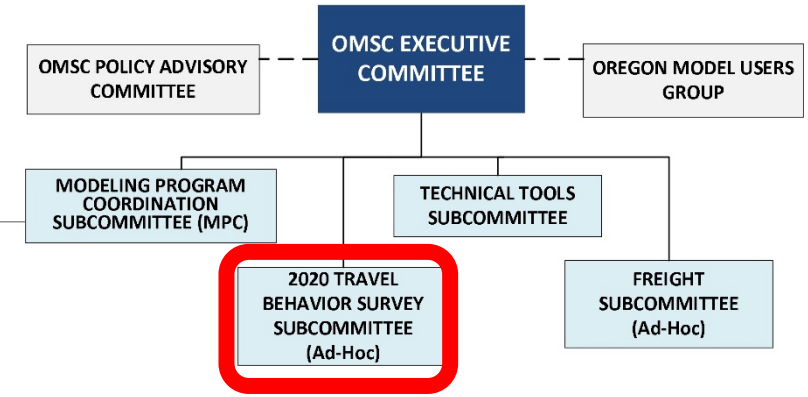


# General Approach



- Planning/Collaboration thru OMSC
- Share Costs and Consultant Services
- Lead with Robust Scoping Effort (\$200K - \$250K)
- Data Collection thru “Master” Contract w/Task Orders for Each Region
- Centralized/Coordinated Project Management
- Consultant Manages “Day-to-Day” Survey

# Travel Survey Subcommittee

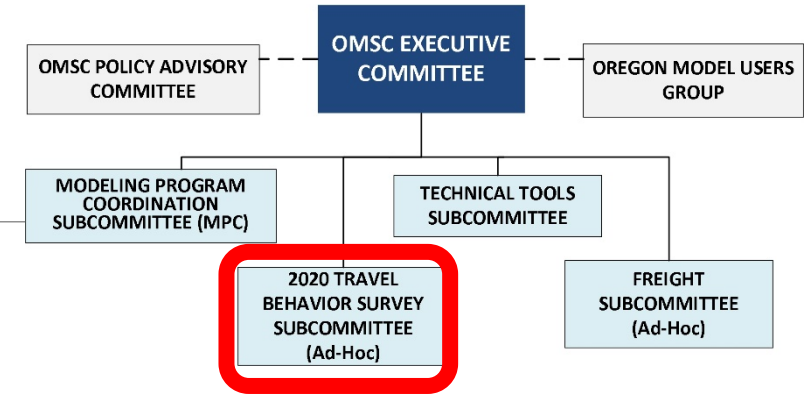


**Chair: Chris Johnson, Metro**

***Purpose: “Develop a Planning Framework for Conducting the Next Household Travel Behavior Survey”***

- Gather Information, Experiences, and Lessons Learned from National Peers
- Work Collaboratively to Prepare for the Next Oregon Household Travel Survey

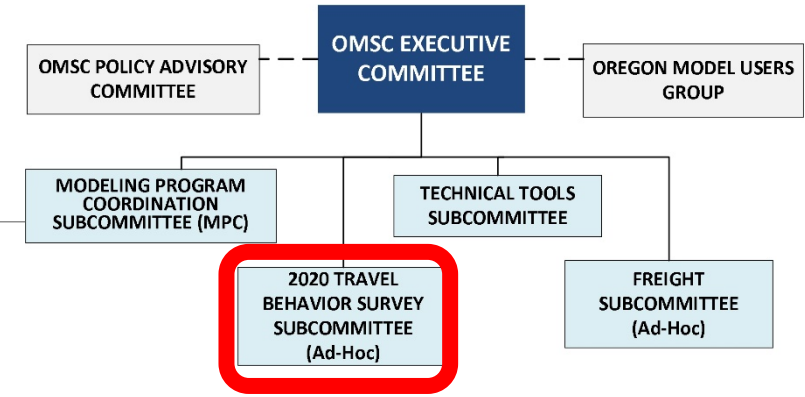
# Travel Survey Subcommittee



## Membership:

- MPOs (Metro, LCOG, MWCOG, Bend, RTC, RVCOG, CAMPO/AAMPO)
- ODOT (TPAU, Region 1)
- TriMet
- OHA, OHCS
- PSU
- FHWA

# Travel Survey Subcommittee

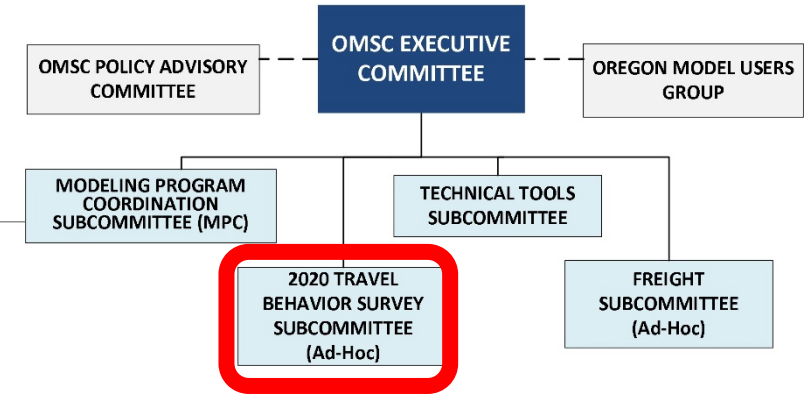


## Peer Agency Scan:

- Puget Sound Regional Council (Seattle)
- Metropolitan Council (Minneapolis)
- Maricopa Association of Governments (Phoenix)
- Mid-America Regional Council (Kansas City)
- Ohio/California Coordinated Statewide Approaches
- Binghamton, NY
- Bellingham, WA

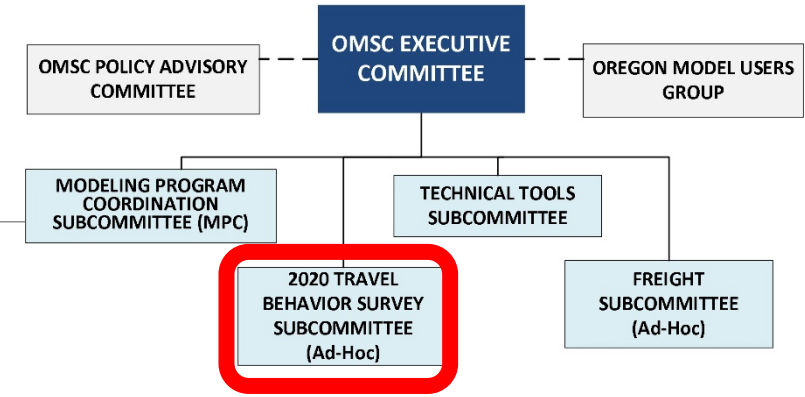
# Key Scoping Outcomes

- Needs Assessment
- Tradeoffs and Value Proposition of Alternatives
- Identify Cost Savings Opportunities
- Plan for Streamlining Access to the Data
- Core Survey Instrument and Pilot Testing
- Sample Design
- Refined Cost Estimates
- Data Collection Timeline





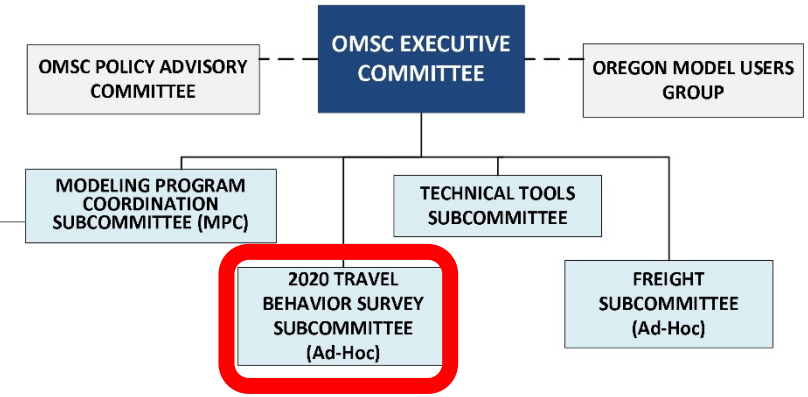
# Benefits of Approach



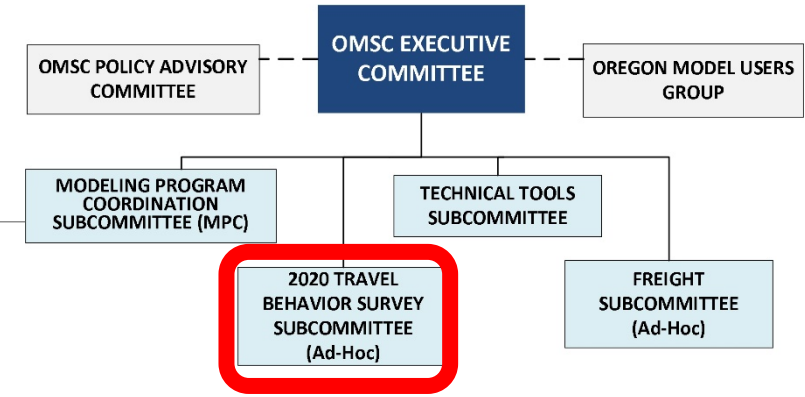
- Shared “Fixed” Costs
- Shared Access to Technical Expertise
- Consistent Timeframe
- Consistent Data Collection Methods
- Common/Comparable Core Data Across Regions
- Flexibility for Regions via Supplemental Questions
- Increased Ability to Target/Optimize Limited Resources
- Improves Confidence in Analytical Tools and Ability to Answer Emerging Questions

# Current Status

- Subcommittee Met 4 Times Since Last May
- Peer Agency Scan Complete
- Draft RFP Complete and Under Review
- Regions Budgeting and Programming Funding
- Education/Outreach Efforts



# Tentative Timeline

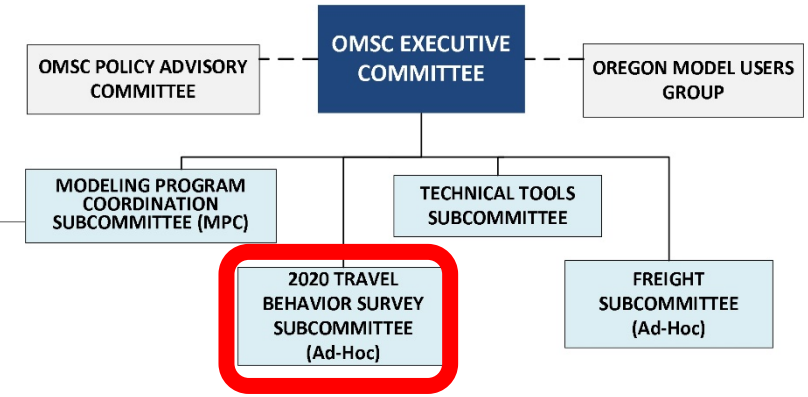


## Key Milestones and Dates:

- Draft RFP to OMSC TSS for Review (Spring 2019)
- OMSC TSS Reviews Draft RFP (Spring/Summer 2019)
- Release RFP (June/July 2019)
- Interview/Negotiate/Hire Contractor (July-August 2019)
- NTP/Scoping/Pilot Testing (August 2019-August 2020)
- Initial Surveys (Fall 2020?)

# Questions/Discussion

---





Metro

**Regional Framework for Highway Jurisdictional Transfer  
TPAC | MTAC Workshop June 19, 2019**

# Overview of Jurisdictional Transfer Project



- Proposed process included in the 2018 Regional Transportation Plan (RTP)
- Aims to create recommendation for regional action on jurisdictional transfer
- Opportunity to address issues related to classifications, cost estimates and mechanisms for transfer
- Does *not* commit funds or commit a jurisdiction to transfer

# Background

- Ownership patterns of streets, roads and highways reflect historical patterns, but not necessarily current transportation function, land use and development patterns
- Often referred to as “orphan highways”, these roadways were constructed by the State for farm-to-market or statewide travel at a time when Oregon was much less urban.

# Why Jurisdictional Transfer?

1934

Today



Portland Archives, A2009-009.3120

N.E. 82nd Ave - 5-28-34



Photo credit: City of Portland

**82<sup>nd</sup> Avenue (Hwy 213)**



# Why Jurisdictional Transfer?

1948



Photo credit: City of Portland archive

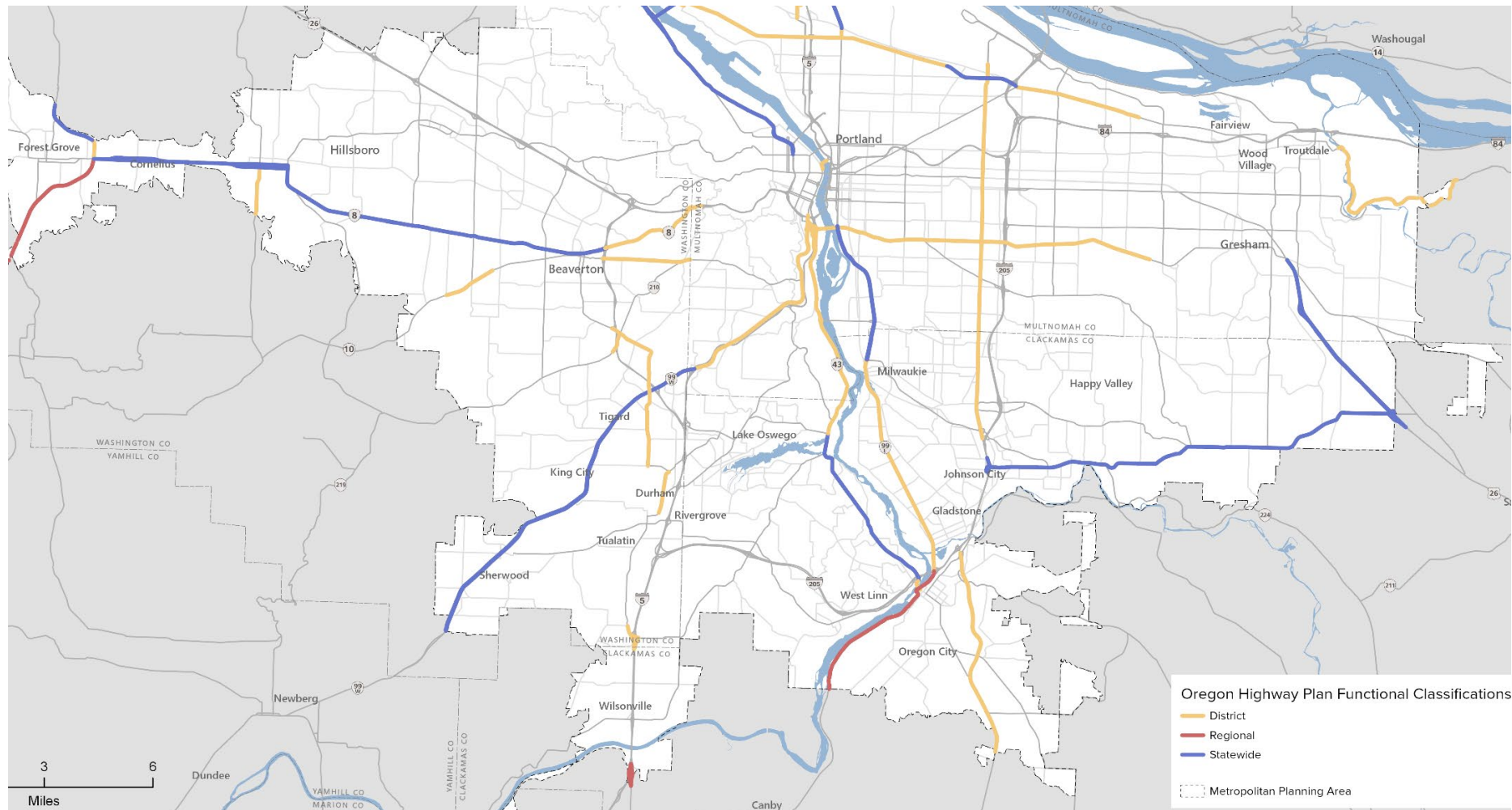
Today



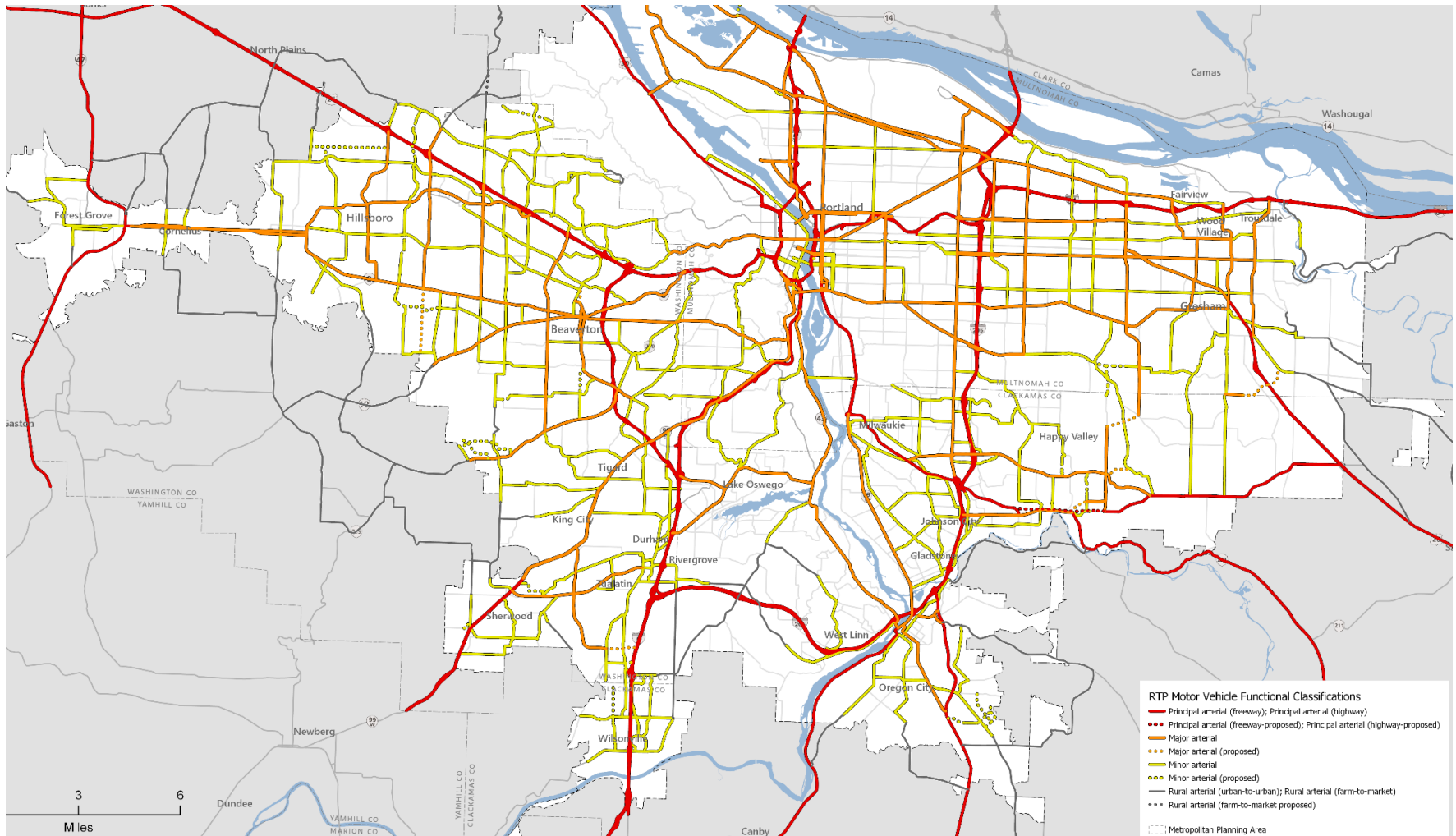
Photo credit: Oregonlive.com

**Barbur Blvd (Hwy 99W)**

# 1999 Oregon Highway Plan Functional Classifications



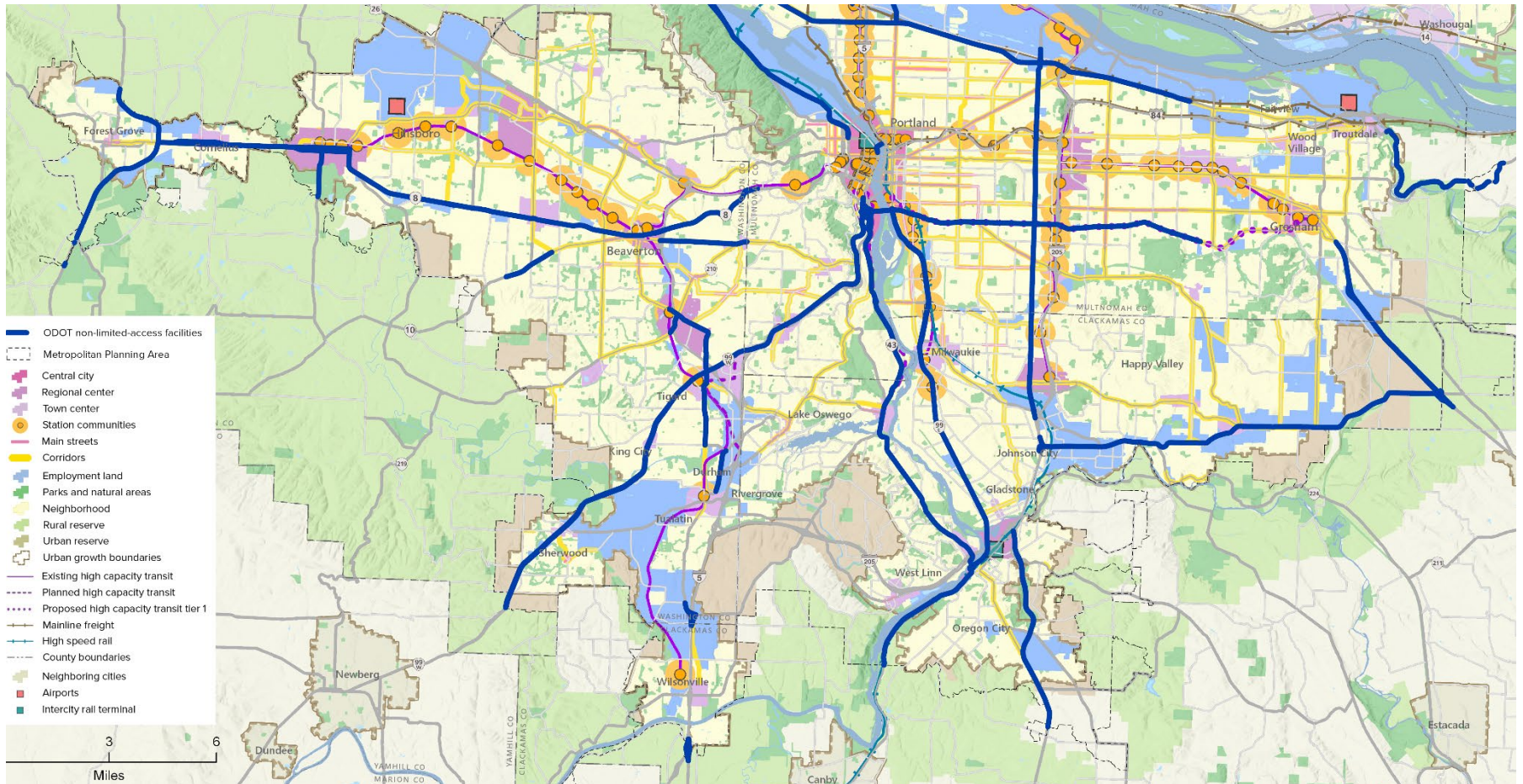
# 2018 Regional Transportation Plan Functional Classifications



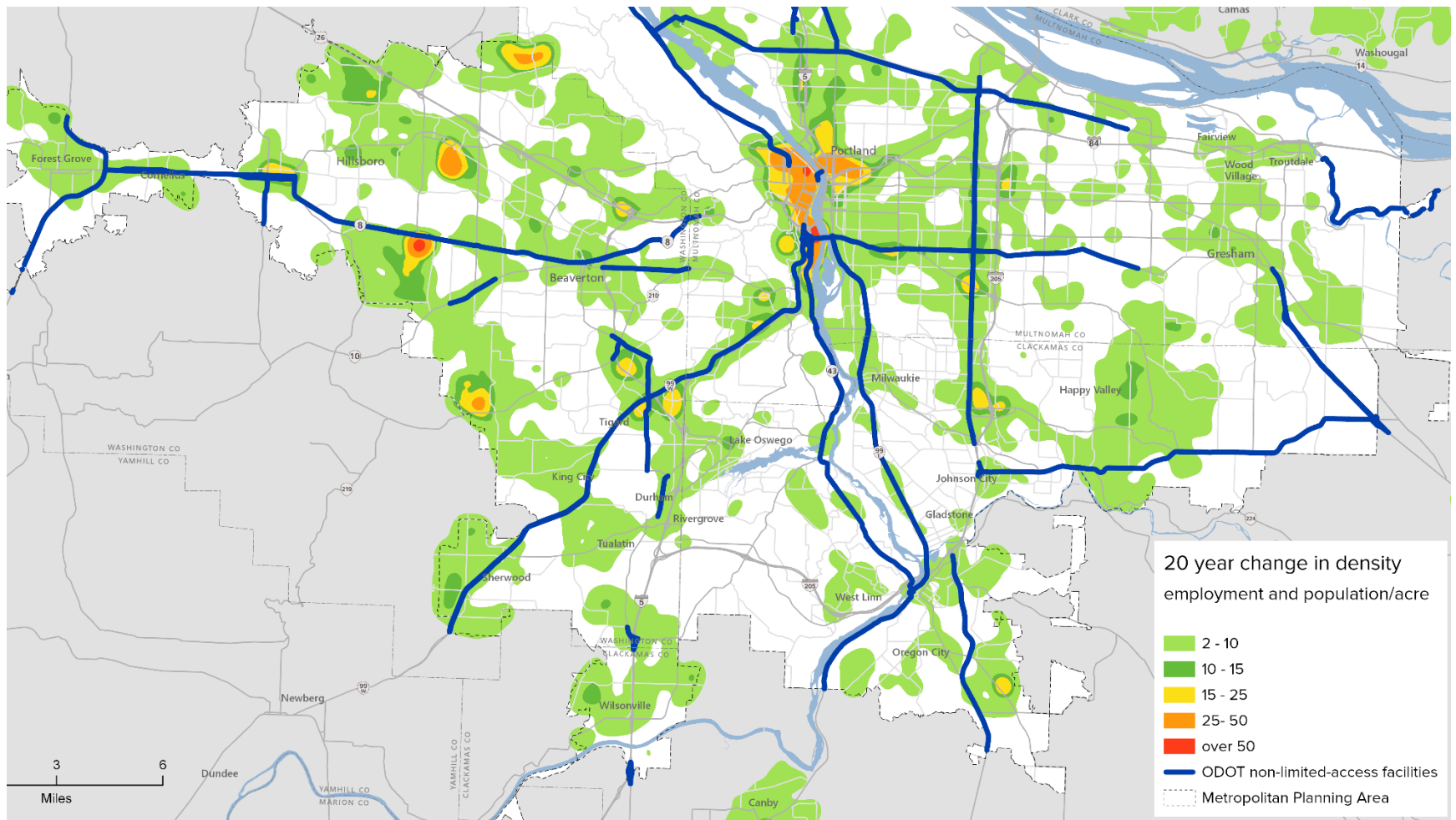
# Mismatched functional classifications between State & Region

Oregon Highway Plan	Regional Transportation Plan
Statewide	Principal Arterial
	Major Arterial
Regional	Principal Arterial
District	Principal Arterial
	Major Arterial
	Minor Arterial

# 2040 Growth Concept



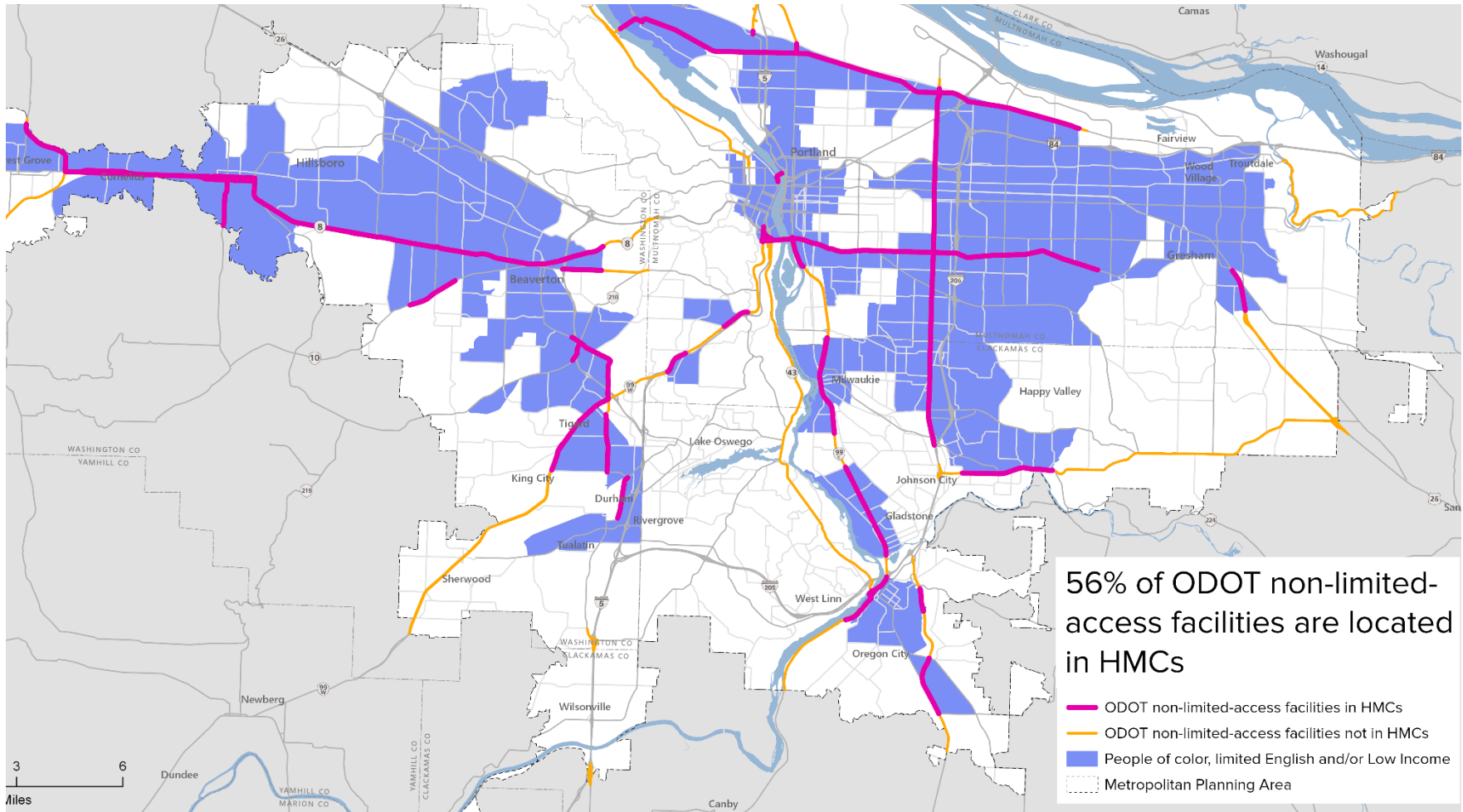
# Population and Employment Growth



# Metro Council Direction

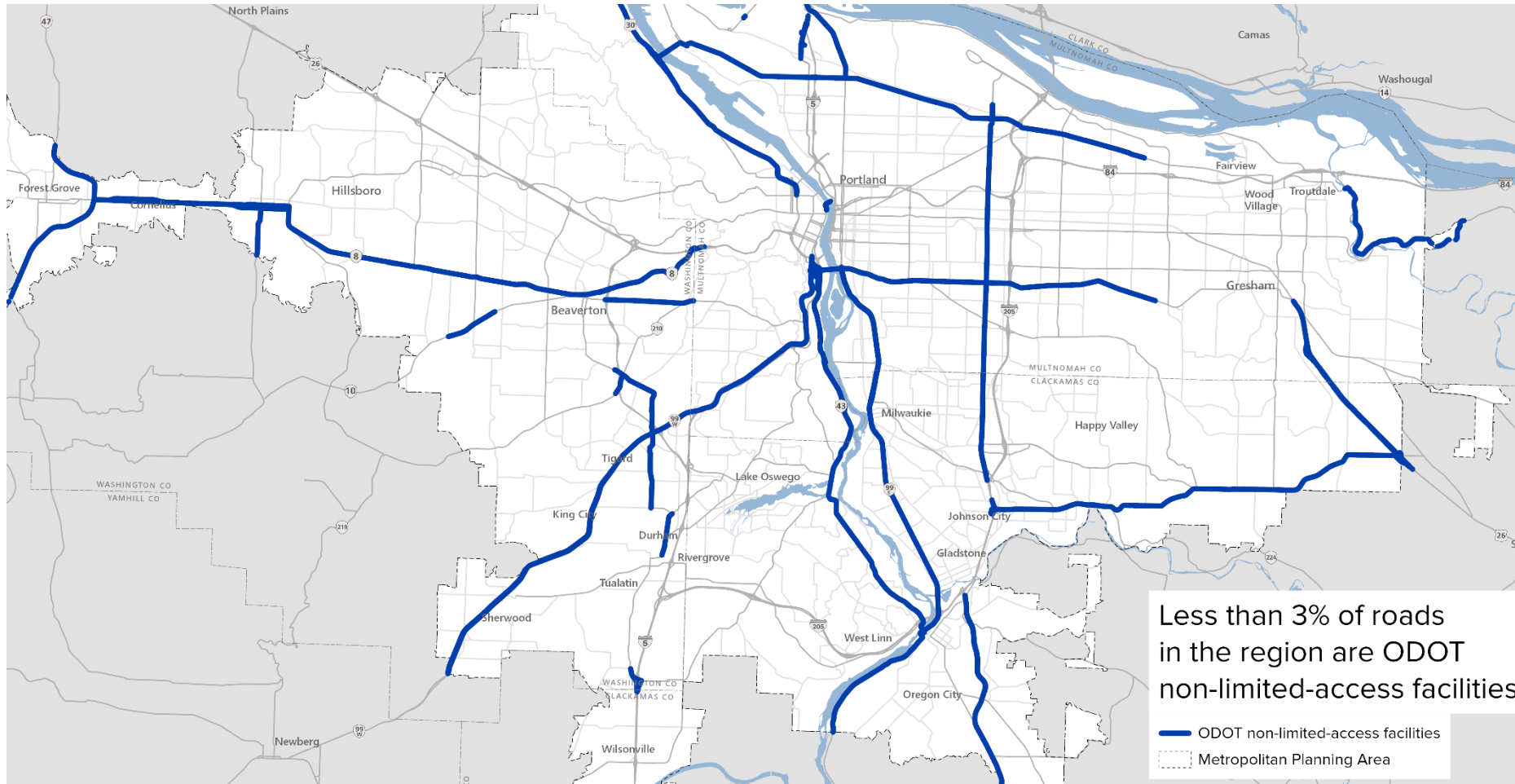
- Use equity lens
- Capture all benefits & risks associated with potential transfers

# Historically Marginalized Communities

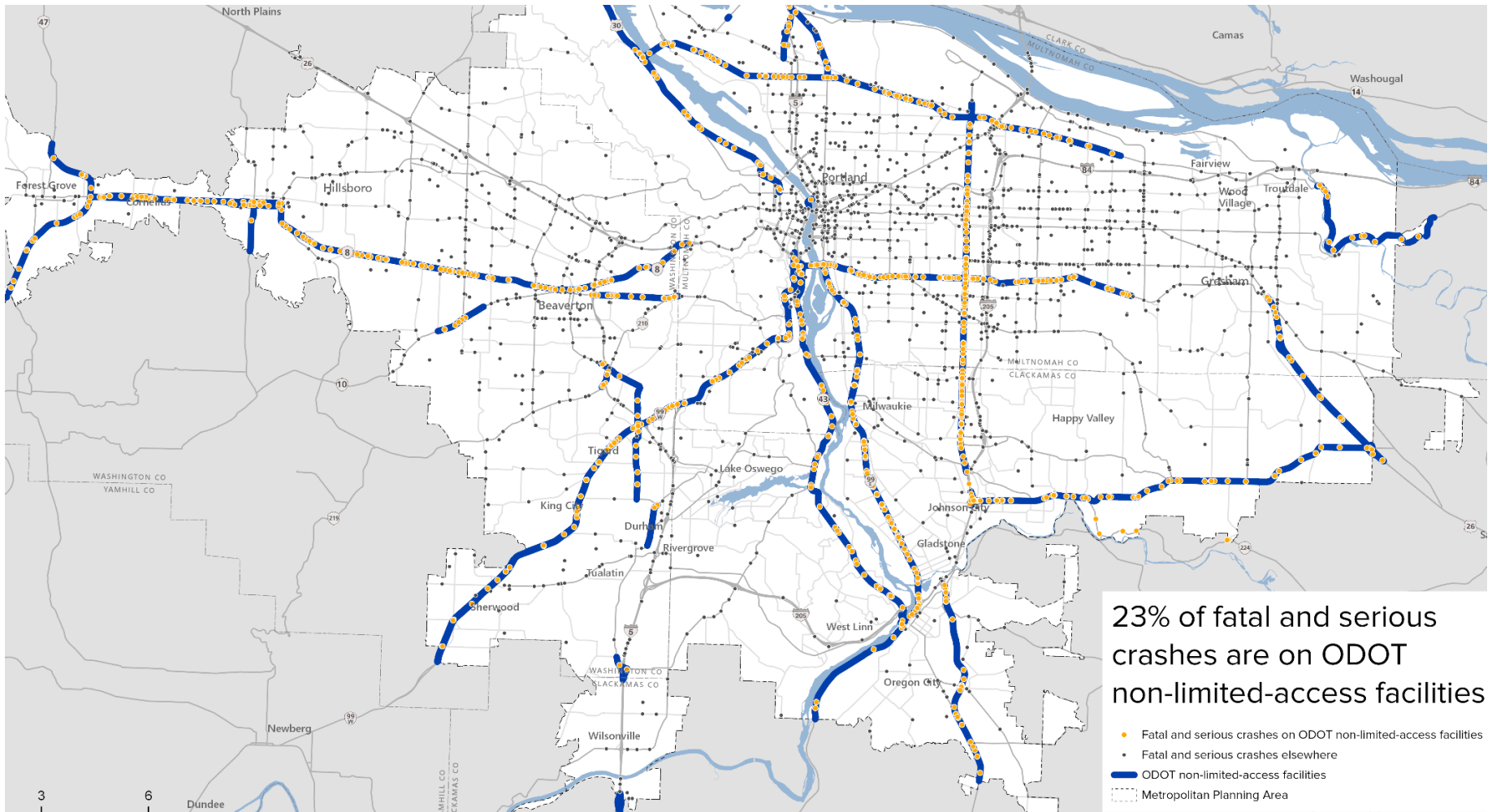




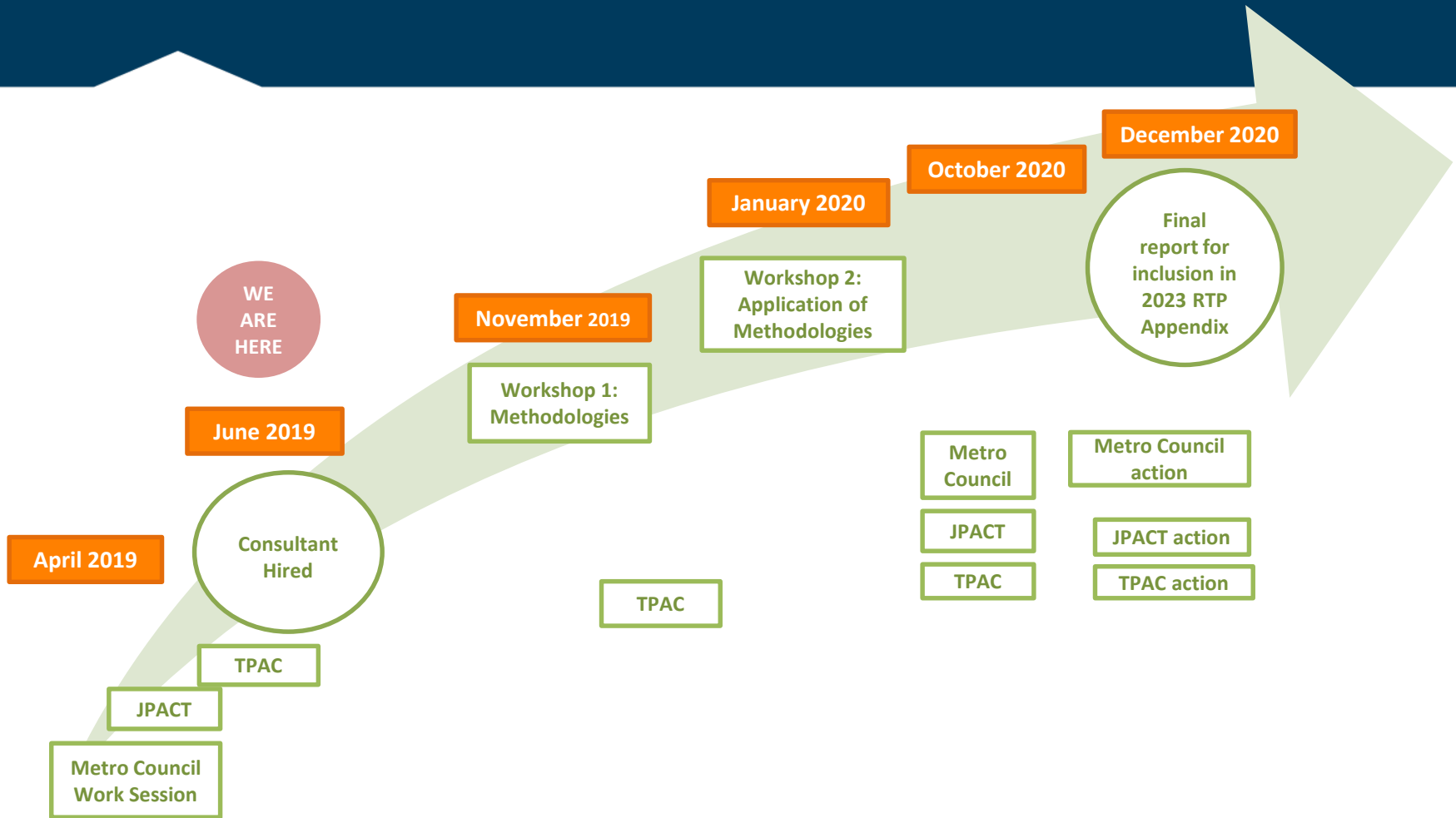
# % of roads in region that are ODOT non-limited-access facilities



# Fatal and Serious Crashes 2012 - 2016



# Timeline & Milestones



# Questions?