

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE) RESOLUTION NO. 19-5048
WORK PLAN AND STAKEHOLDER)
ENGAGEMENT PLAN FOR UPDATING THE) Introduced by Acting Chief Operating Officer
REGIONAL TRANSPORTATION PLAN (RTP)) Andrew Scott in concurrence with Council
MOBILITY POLICY) President Lynn Peterson

WHEREAS, Metro is the regional government responsible for regional land use and transportation planning under state law and the federally-designated metropolitan planning organization (MPO) for the Portland metropolitan area; and

WHEREAS, the Regional Transportation Plan (RTP) is the federally recognized transportation policy for the Portland metropolitan region; and

WHEREAS, the RTP is a central tool for implementing the Region 2040 Growth Concept and the region’s Climate Smart Strategy, and constitutes a policy component of the Regional Framework Plan; and

WHEREAS, mobility into and through the Portland region affects both residents across the region and users across the state, from freight and economic perspectives, as well as access to health care, universities, entertainment and other destinations of regional and statewide importance; and

WHEREAS, the 2018 RTP identified the need for this planning effort because the plan failed to meet state requirements for demonstrating consistency with the Oregon Highway Plan (OHP) Highway Mobility Policy (Policy 1F) for state-owned facilities; and

WHEREAS, the Oregon Department of Transportation (ODOT) agreed to partner with Metro to update the 20-year old “interim” mobility policy that is used to define and measure mobility in regional and local transportation system plans (TSPs) and during the plan amendment process in the Portland area; and

WHEREAS, when the regional mobility policy update was defined and adopted unanimously in Chapter 8 of the 2018 RTP, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council recognized this work must holistically advance the RTP policy goals for addressing equity, climate, safety and congestion as well as support other state, regional and local policy objectives; and

WHEREAS, the update to Regional Mobility Policy is expected to recommend amendments to the RTP as part of its next scheduled update (due in 2023) and to Policy 1F (Highway Mobility Policy) of the OHP for state-owned facilities in the Portland metropolitan region; and

WHEREAS, the Metro Council and JPACT are authorities for approval of proposed amendments to the RTP and will be consulted at key milestones in the planning process; and

WHEREAS, the Oregon Transportation Commission (OTC) is the sole authority for approval of proposed amendments to the OHP and will be consulted at key milestones in the planning process; and

WHEREAS, the first phase of the update included a formal scoping period to build agreement on the overall approach for the Regional Mobility Policy update, including the project objectives to be addressed and ways to engage stakeholders and the public in the process; and

WHEREAS, from April to October 2019, the Metro Council, JPACT, Metro Policy Advisory Committee (MPAC), Metro Technical Advisory Committee (MTAC), Transportation Policy Alternatives Committee (TPAC), the Transport Subcommittee of TPAC, the OTC Chair and other public officials, city and county staff, land use and transportation practitioners and representatives from business, environmental, racial and social equity, climate, public health, housing, freight and transportation organizations across the Portland-Vancouver metropolitan area provided input as to what outcomes should be addressed as part of the update; and

WHEREAS, the work plan seeks to increase regional and state collaboration and coordination through a combination of partnerships, focused technical and policy discussions, sound technical work, and strategic engagement to update the region's mobility policy to support ongoing efforts to link land use and transportation planning to implement the 2040 Growth Concept and the Climate Smart Strategy; and

WHEREAS, the stakeholder and public engagement plan seeks to be inclusive and strengthen existing partnerships, and build new partnerships with local, regional, state and federal governments, business and community leaders, freight shippers, transit providers, port districts and historically marginalized communities through a strategic engagement approach that helps build public trust in government and builds support for and momentum to adopt the updated regional mobility policy during the next update to the RTP; and

WHEREAS, on October 23, 2019, MPAC reviewed the draft work plan and draft stakeholder and public engagement plan, and on November 21, 2019, JPACT recommended Metro Council approval of the Regional Mobility Policy Update Work Plan, identified in Exhibit A, and the Regional Mobility Policy Update Stakeholder and Public Engagement Plan, identified in Exhibit B; now therefore


BE IT RESOLVED that the Metro Council approves the Regional Mobility Policy Update Work Plan, identified in Exhibit A, and the Regional Mobility Policy Update Stakeholder and Public Engagement Plan, identified in Exhibit B.

ADOPTED by the Metro Council this 5th day of December 2019.



Sam Chase, Deputy Council President

Approved as to Form:



Carrie MacLaren, Metro Attorney



Metro/ODOT Regional Mobility Policy Update Work Plan

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

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

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

Project purpose

The purpose of this project is to:

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

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

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

Project objectives

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

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

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

1. Advance the region's desired outcomes and local, regional and state efforts to implement the 2040 Growth Concept and 2018 RTP policy goals for advancing equity, mitigating climate change, improving safety and managing congestion.
2. Support implementation of the region's Climate Smart Strategy, the Statewide Transportation Strategy for Reducing Greenhouse Gas Emissions and related policies.
3. Provide a clear policy basis for management of and investment in the throughway¹ and arterial system to better manage growing motor vehicle congestion in the region in order to maintain interstate and statewide mobility on the throughway system while providing for intra-regional mobility and access by transit, freight and other modes of travel on the arterial roadway system and other modal networks.
4. Develop a holistic alternative mobility policy and associated measures, targets, and methods for the Portland region that focuses on system completeness for all modes and system and demand management activities to serve planned land uses. The updated policy will:
 - a. Clearly and transparently define and communicate mobility expectations for multiple modes, users and time periods, and provide clear targets for local, regional and state decision-making.
 - b. Provide mobility equitably and help eliminate disparities historically marginalized communities² face in meeting their travel needs.
 - c. Address all modes of transportation in the context of planned land uses.
 - d. Be innovative and advance state of the art practices related to measuring multimodal mobility.
 - e. Use transportation system and demand management to support meeting mobility needs.
 - f. Help decision-makers make decisions that advance multiple policy objectives.
 - g. Address the diverse mobility needs of both people and goods movement.
 - h. Balance mobility objectives with other adopted state, regional and community policy objectives, especially policy objectives for land use, affordable housing, safety, equity, climate change and economic prosperity.³
 - i. Distinguish between throughway and arterial performance and take into account both state and regional functional classifications for all modes and planned land uses.
 - j. Evaluate system completeness and facility performance for all modes to serve planned land uses as well as potential financial, environmental, greenhouse gas and community impacts of the policy, including impacts of the policy on traditionally underserved communities and public health.
 - k. Recognize that mobility into and through the Portland region affects both residents across the region and users across the state, from freight and economic perspectives, as well as access to health care, universities, entertainment and other destinations of regional and statewide importance.
 - l. Be financially achievable.

¹ Throughways are designated in the 2018 RTP and generally correspond to Expressways designated in the OHP.

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

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

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

Project requirements and considerations

The project will address these requirements and considerations:

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

Background

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

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

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

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

- **The greater Portland region cannot meet the current mobility targets and standards as they are now set in the 2018 RTP and Oregon Highway Plan (OHP).** As the region continues to grow in population, jobs, travel and economic activity, and continues to focus growth in planned mixed-use and employment centers and urban growth boundary expansion areas, there will be increasing situations in which the current RTP and OHP mobility targets and standards cannot be met.
- **The 2018 RTP failed to meet the current policy, particularly for the region’s throughway system,** triggering the need to consider alternative approaches for measuring and addressing mobility and transportation system adequacy under state law.
- **Congestion on Portland area throughways⁴ is impacting economic competitiveness for the region and entire state and is of regional and statewide concern.**⁵ Clear performance expectations for the entire system are needed to provide a policy basis for management of and investment in the throughway system to maintain interstate and statewide mobility for people and goods.
- **Cities and counties are increasingly unable to meet the current policy or pay for needed transportation investments.** This is especially true in planned urban growth areas and in new urban growth boundary expansion areas that require plan amendments and zoning changes. The OHP establishes the volume-to-capacity (v/c) measure as a standard for plan amendments.

⁴ See definition in footnote 1.

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

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

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

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

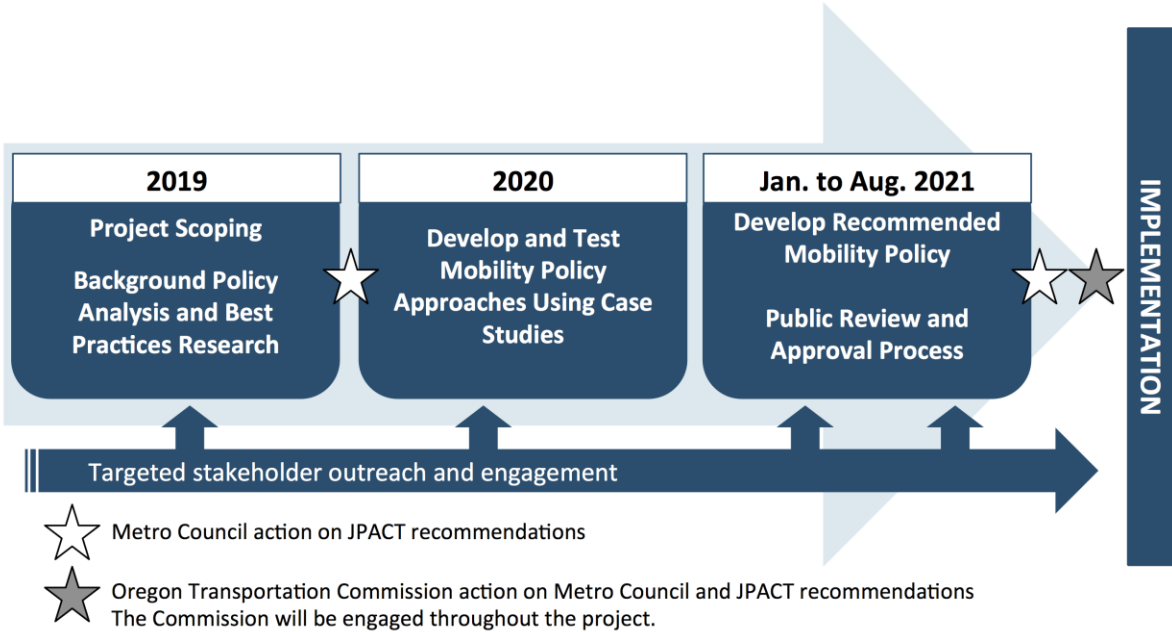
“In the development of transportation system plans or ODOT facility plans, where it is infeasible or impractical to meet the mobility targets in Table 6 or Table 7, or those otherwise approved by the Oregon Transportation Commission, ODOT and local jurisdictions may explore different target levels, methodologies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

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

Project timeline

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

Anticipated timeline for updating mobility policy for Portland region



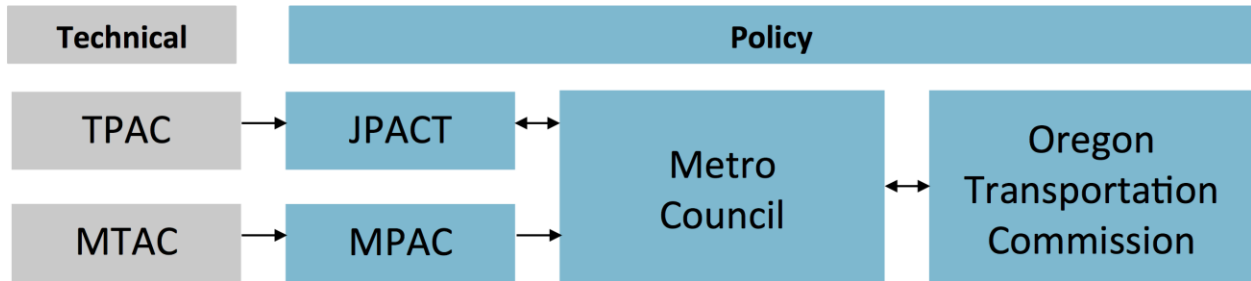
Beginning in Spring 2019, the **first phase** consisted of engaging local, regional, state, business and community partners to shape this work plan and supporting public engagement plan. During this phase, TREC/PSU researchers conducted background research to provide a foundation of information that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

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

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

Decision-making process and roles

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



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

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

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

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

Decision-makers

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

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

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

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

Decisions (and direction) anticipated

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

⁶ Oregon Revised Statutes [197.180](#)

Summary of Key Tasks and Anticipated Schedule

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

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

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

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

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



Metro/ODOT Regional Mobility Policy Update Stakeholder and Public Engagement Plan

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

The stakeholder and public engagement plan supporting the Regional Mobility Policy update guides the strategic engagement approach to be used and identifies desired outcomes for sharing information with and seeking input from identified stakeholders and the public throughout the process. This engagement plan describes project engagement objectives, key stakeholders, the decision-making process and activities that will be implemented to ensure identified stakeholders and the public have adequate opportunities to provide meaningful input to the update. This plan also describes the timeline and milestones and an evaluation strategy to measure success.

The regional advisory committees and county coordinating committees will serve as the primary engagement mechanisms for collaboration and consensus building. In addition to these committees and, focused engagement with other potentially affected and/or interested individuals, communities, and organizations are also important elements of the engagement plan. The information gathered from engagement activities will be shared with decision-makers in a variety of ways to ensure they have opportunity to contemplate and fully consider stakeholder and public input.

Engagement objectives

1. Communicate complete, accurate, accessible, and timely information throughout the project.
2. Provide meaningful opportunities for key stakeholders and the public to provide input and demonstrate how input influenced the process.
3. Actively seek input prior to key milestones during the project and share information learned with Metro Council, regional advisory committees and the Oregon Transportation Commission in a manner that best supports the decision-making and adoption process.
4. Provide timely notice of engagement opportunities and reasonable access and time for review and comment on the proposed changes.
5. Build broad support by federal, state, regional and local governments, key stakeholders and decision-makers, including JPACT, the Metro Council and the Oregon Transportation Commission.
6. Share information and improve transparency.
7. Comply with all public participation requirements.¹
8. Seek out and consider the mobility perspectives of diverse key stakeholders, including local jurisdictions businesses, freight industries, providers of intermodal facilities and distribution centers, transit providers, historically marginalized communities and those traditionally underserved by existing transportation systems who may face challenges accessing employment and other services, such as low-income households, communities of color, youth, older adults and people living with disabilities.
9. Coordinate engagement efforts with relevant Metro and ODOT initiatives, including planned updates to the Oregon Transportation Plan (OTP) and Oregon Highway Plan (OHP).

¹ This includes Metro's Public Engagement Guide, Title VI of the Civil Rights Act, the Environmental Justice Executive Order, Oregon's Statewide Planning Goal 1 for citizen involvement, the Oregon Transportation Commission Public Involvement Policy and ORS 197.180, ODOT State Agency Coordination Program and the process set forth in Oregon Highway Plan Policy 1F3 and associated Operational Notice PB-02.

Key stakeholders

To date, the project team has identified a number of key stakeholders that will be the focus of engagement efforts throughout the process:

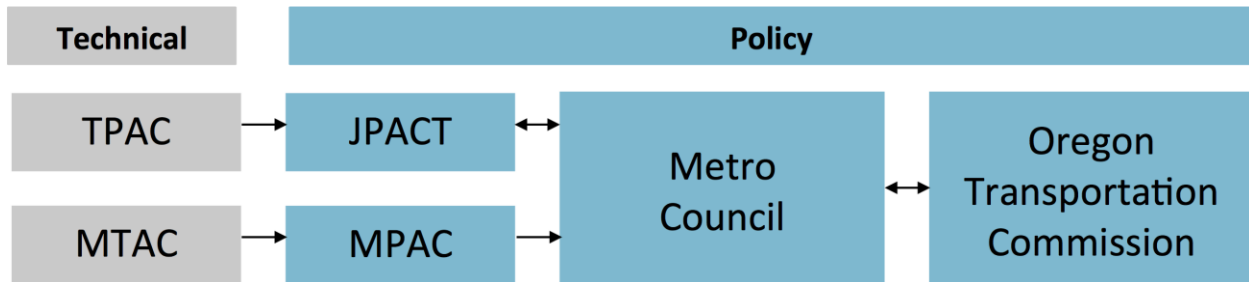
- **Community leaders and community-based organizations** through community leaders forums (at two key decision/information points)
- **Business, economic development and freight groups**, including statewide freight and economic perspectives (4-6, with touch points at two key decision/information points in coordination with OTP/OHP updates, as appropriate and considering staff and committee availability)
- **Local jurisdictions and elected officials representing counties and cities in the region** (through county coordinating committees, TPAC/MTAC workshops and regional technical and policy advisory committees, as appropriate and considering staff and committee availability)
- **Special districts**, including TriMet, SMART, Port of Portland and Port of Vancouver (through TPAC, MTAC, JPACT and MPAC briefings and consultation activities)
- **Southwest Washington Regional Transportation Council (RTC) and other Clark County governments** (through Regional Transportation Advisory Committee (RTAC), SW RTC, TPAC, JPACT and MPAC briefings)
- **State agencies**, including the Oregon Department of Transportation, the Oregon Transportation Commission (OTC), the Oregon Department of Land Conservation and Development (DLCD), the Oregon Land Conservation and Development Commission (LCDC), the Oregon Department of Environmental Quality (DEQ) and the Oregon Health Authority (OHA) (through TPAC, MTAC, JPACT and MPAC briefings and consultation activities)
- **State advisory committees**, including the Region 1 Area Commission on Transportation (R1ACT) and and State Modal committees (through briefings conducted in coordination with planned updates to the OTP and OHP)
- **Federal agencies**, including the Federal Highway Administration and Federal Transit Administration (through TPAC and consultation activities)
- **Practitioners**, including consultants involved in the development of transportation system plans, transportation modeling and impact studies and plan amendments in the Portland region (through Oregon Modeling Steering Committee Modeling Subcommittee briefings, technical workshops and expert panels at two key decision/information points)

Opportunities for other potentially affected stakeholders and the public to provide input will also be provided as part of regular TPAC, MTAC, JPACT, MPAC and Metro Council meetings, and during the 45-day public comment period.



Decision-making process and roles

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



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

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

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

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

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

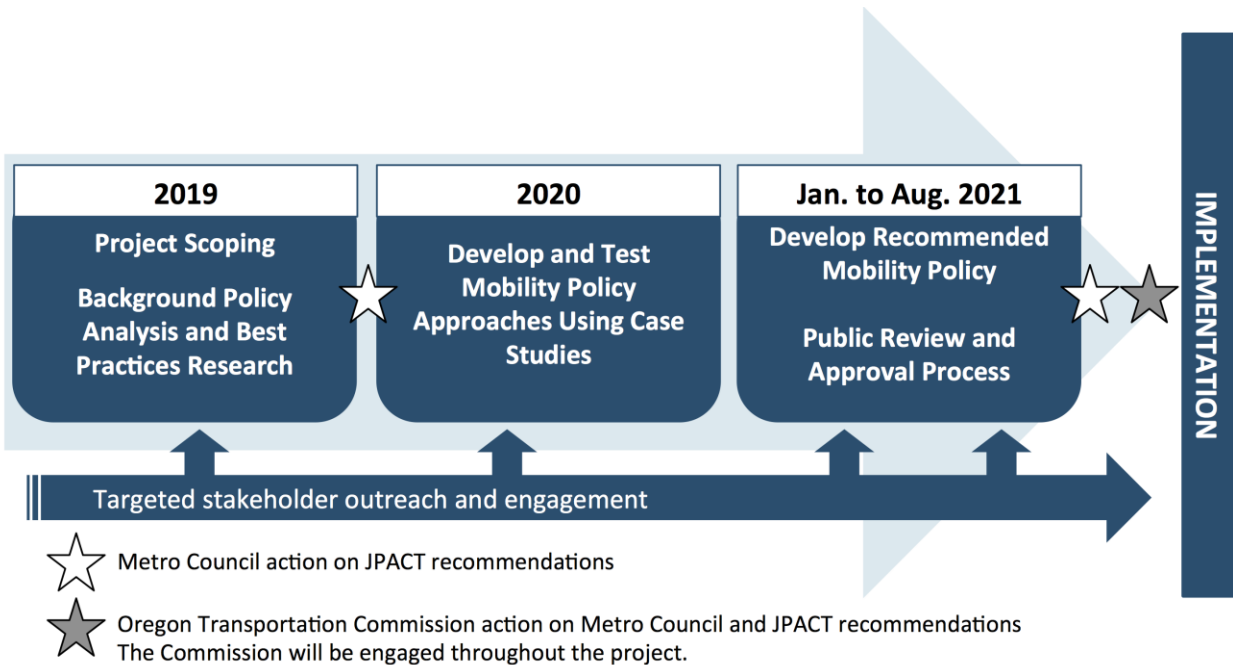
Metro Council: Considers MPAC and JPACT recommendations and must concur with JPACT in reaching final action

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

All meetings are open to the public and include opportunities for public testimony. In addition, summary reports of public outreach and information gathered from engagement activities will be shared with advisory committees and decision-makers in a variety of ways to ensure they have opportunity to contemplate and fully consider stakeholder and public input.

TIMELINE AND DECISION MILESTONES

The Regional Mobility Policy update will be completed from January 2020 to Fall 2021.



Decisions and direction anticipated

☆	December 2019	Metro Council and JPACT consider approval of work plan and public engagement plan
	June 2020	Metro Council and JPACT provide policy direction on measures to be tested
	March 2021	Metro Council and JPACT provide policy direction on development of staff recommendation for updated regional mobility policy and local, regional and state action plan to implement recommended policy
☆	June – Aug. 2021	Metro Council and JPACT consider approval/adoption of updated regional mobility policy and implementation recommendations and proposed amendments to Oregon Highway Plan Policy 1F (Table 7 and related policies for the state-owned facilities in the Portland region) that incorporate updated mobility policy
★	TBD	Oregon Transportation Commissions considers approval of Metro Council recommendation on proposed amendments to Oregon Highway Plan Policy 1F (Table 7 and related policies for the state-owned facilities in the Portland region) that incorporate updated mobility policy following the State Agency Coordination agreement process ²

² Oregon Revised Statutes [197.180](#)

Communications timeline to support decision milestones

Phase 1 (Jan – Mar 2020): Prepare materials to explain the issue/problem.

Phase 2 (April-June 2020): Collect feedback to form criteria, pick proposed local case study locations and select measures to test. Technical expert panel(s)/workshop(s)/Forum to develop options.

Phase 3 (Jan-Mar 2021): Share what was learned, opportunities to shape recommended mobility policy and future implementation actions recommendations. Technical expert panel(s)/workshop(s)/Forum to understand impact of options and shape staff recommendations.

Phase 4 (June–Aug. 2021): Public process for review/approval.




Decision and communications coordination timeline concept

TIMEFRAME	January – March 2020	April – June 2020	January – March 2021	April – May 2021	June – August 2021
Who	Metro Council and JPACT	Metro Council and JPACT	Metro Council and JPACT	Metro Council and JPACT	Metro Council and JPACT
		OTC and LCDC	OTC		OTC and LCDC
	Cities, counties and special districts	Cities, counties and special districts	Cities, counties and special districts		Cities, counties and special districts
		CBO Leadership	CBO Leadership		Interested public
	R1ACT	Business & Freight groups	Business & Freight groups		
	R1ACT, OMPOC, OMSC and State modal committees ³	R1ACT, OMPOC, OMSC and State Modal committees ³			
Materials	Handout/fact sheet(s) on illustrative examples and best practices	Handout/fact sheet(s) on proposed criteria and case study locations	Handout/fact sheet(s) on case study analysis and findings	Staff recommendation (discussion draft)	Revised staff recommendation (public review draft)
	Video (explaining issue & purpose)		Case study findings report	Handout/fact sheet on staff recommendation	Legislation, including staff report and findings
	Powerpoint(s)	Powerpoint(s)	Powerpoint(s)	Powerpoint(s)	Powerpoint(s)
How	Website information	Panel of technical experts #1	Panel of technical experts #2/ policymaker forum	Website information and comment tool	Website information
	Regional technical and policy committees meetings	Community leadership forum #1	Community leadership forum #2	Hearing(s)	Legislative hearing
		Regional technical and policy committees meetings	Regional technical and policy committees meetings	Regional technical and policy committees meetings	Regional technical and policy committees meetings
		County coordination committees' briefings	County coordination committees' briefings		County coordination committees' briefings
What	Explain the issue	Criteria for selecting measures to test	What we learned	Staff recommendation/ Discussion Draft	Revised staff recommendation/ Public Review Draft
	What we learned in background research	Case study: proposed local locations	Key things for implementation Process for review/approval	<ul style="list-style-type: none"> Mobility Policy Action Plan 	<ul style="list-style-type: none"> Mobility policy Action Plan
Decision		Direction on measures to be tested (~June 2020)	Direction on development of updated policy and implementation actions (~March 2021)		Consider approval/ adoption

³ Briefings will be coordinated with briefings to support planned updates to the Oregon Transportation Plan and Oregon Highway Plan.

Public engagement tools and materials

These tools and materials will be used and timed to best leverage the needs of the project and inform technical advisory committees and decision-makers:

- **Public Engagement Plan (December 2019)** Details public engagement and decision-making framework, key audiences, schedule and engagement tools and activities.
- **Website (ongoing)** Maintained by Metro staff, the project website will be the primary portal for sharing information about the project. It includes pages that describe project activities and events, the process timeline, and support documents and materials. The site will be used to host an interactive web tool to seek input from the broader public during the 45-day public comment period. At any time, members of the public may submit comments through the project website. Metro and ODOT staff will receive and track comments, and coordinate responses as needed. 
- **Video (Jan-March 2020)** – Develop video to explain the purpose of project, what the mobility policy is, how it is used, what the policy affects (and how) and its strengths and weaknesses. The video will be hosted on the project website to serve as a key information piece throughout 2020 and 2021. It will also be shown in advance of and at briefings and meetings to help explain the update.
- **Technical expert panels/workshops/forums** – A focused effort will be made to engage topical experts, practitioners and key stakeholders to provide input on updating the mobility policy, selecting measures to test and developing implementation recommendations through:
 - TPAC/MTAC workshops (~quarterly)
 - Two expert panels/forums (~June 2020 and Feb. 2021)
 - One policymaker forum (~March '21, possibly combined with technical expert panel)
 - Oregon Modeling Steering Committee Modeling Subcommittee (~Jan. 2020, April 2020 and April 2021)
- **Equity engagement activities (ongoing)** A focused effort will be made to engage historically underrepresented populations. The project team will conduct outreach to leaders of these communities, and seek input on principles to guide updating the mobility policy, select measures to test and develop implementation recommendations through:
 - Two Community Leaders Forums (~June 2020 and Feb. 2021)
- **Hearings** At least two hearings will be jointly hosted by the Metro Council during the 45-day public comment period (~June 2021). The Metro Council will host at least one legislative hearing prior to their final action on the recommended policy (~Aug. 2021). Members of JPACT and the Oregon Transportation Commission will be invited to attend the hearings. A separate hearing before the OTC may also be necessary prior to their action on the JPACT/Council recommendation. 
- **Project newsfeeds and electronic newsletters (ongoing)** Metro staff will develop newsfeeds and e-newsletters to provide information about key milestones, and to invite key audiences and the public to participate in engagement opportunities. The project will maintain an interested parties email list that will be an ongoing feature of the public engagement plan.

It is expected that newsfeeds and e-newsletters will be developed during these key points:

- Introduction and announcement of the project kick-off (Jan. 2020)
 - Principles to guide refinement of mobility policy, measures and methods (Spring 2020)
 - Release of case study analysis and findings (~Jan 2021)
 - JPACT/Council direction to staff on development of recommended mobility policy and future local, regional and state implementation actions (~March 2021)
 - Public notice and invitation to participate in the 45-day public comment period and release of recommended policy and implementation actions document (~June 2021)
 - Announcement of Metro Council action on Regional Mobility Policy, proposed amendments to the Oregon Highway Plan (Policy 1F) and implementation next steps (~Fall 2021)
- **Publications (ongoing)** Fact sheets, project updates and other materials will be developed to describe the project and specific aspects of the update at key milestones. The materials will be distributed at briefings and meetings. Summary reports documenting the results and findings of major tasks will also be developed and made available on Metro’s website and at meetings.
 - Series of fact sheets
 - Explain the policy, issue, and project purpose and process (~Jan. – March 2020)
 - Explain criteria and information about case studies (~Fall 2020)
 - Explain analysis of case studies and findings (~Winter 2021)
 - Explain mobility policy recommendation, effect and recommendations for how it will be implemented at local, regional and state levels (~June 2021)
 - Other topics may be identified through the process
 - Technical memorandums and meeting materials (ongoing)
 - Regional Mobility Policy Recommendations Reports – Discussion Draft and Public Review Draft (~spring 2021)
 - Implementation Recommendations Reports - Discussion Draft and Public Review Draft (~spring 2021)
 - Final report (~summer/fall 2021)
 - Presentations (ongoing)
 - **Consultation activities (ongoing)** The project team will consult with regulatory and other public agencies and stakeholders, including OTC, LCDC, DLCD, FHWA, FTA, OHA and others identified during the scoping process. Activities will include: email updates, in-person briefings, offering two group consultation meeting opportunities to provide feedback (~June ’20 and March ’21) and an invitation to provide feedback during the public comment period (June – July ’21).
 - **Public engagement reports (ongoing)** Throughout the process, the project team will document all public involvement activities and key issues raised through the process.
 - **Final public comment log and stakeholder engagement report (~June 2021)** A public comment log and stakeholder engagement report will be compiled and summarized at the end of the formal 45-day public comment period. The public comment log will summarize comments received and recommended actions to address comments.

IN CONSIDERATION OF RESOLUTION NO. 19-5048 FOR THE PURPOSE OF APPROVING THE WORK PLAN AND STAKEHOLDER ENGAGEMENT PLAN FOR UPDATING THE REGIONAL TRANSPORTATION PLAN (RTP) MOBILITY POLICY

Date: November 21, 2019

Department: Planning and Development

Meeting Date: December 5, 2019

Prepared by:

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ISSUE STATEMENT

Metro and the Oregon Department of Transportation (ODOT) are working together to update the policy on how the region defines and measures mobility in regional and local transportation system plans (TSPs) and during the local plan amendment process in the Portland area. The current “interim” 20-year old mobility policy is contained in both the [Regional Transportation Plan](#) (RTP) and Policy 1F (Highway Mobility Policy) of the [Oregon Highway Plan](#) (OHP). The current policy is vehicle-focused and measures congestion levels by using the ratio of motor vehicle volume to motor vehicle capacity during peak travel periods.

The need for this project was identified in the 2018 RTP in part because the Portland region cannot meet the current mobility policy targets and standards as they are now set for Portland region in the 2018 RTP and OHP. The 2018 RTP failed to demonstrate consistency with Policy 1F of the OHP for state-owned facilities, particularly for the region’s throughway system.¹ Moreover, growing congestion on Portland area throughways is impacting economic competitiveness for the region and entire state and is of regional and statewide concern. As a result, 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.

The 2018 RTP is built around four key priorities of advancing equity, mitigating climate change, improving safety and managing congestion. The plan recognizes that our growing and changing region needs an updated mobility policy to better align how we measure the performance and adequacy of the transportation system for both people and goods to serve planned land uses. The comprehensive set of shared regional values, goals and related desired outcomes

What is the Regional Mobility Policy?

The region’s mobility policy is based on vehicle-based thresholds adopted in the Regional Transportation Plan (RTP) and Policy 1F of Oregon Highway Plan (OHP). These thresholds are referred to as the volume-to-capacity ratio (v/c ratio).

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 to identify transportation needs and determine adequacy of the transportation system to serve planned land uses.

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

¹ Throughways are designated in the 2018 RTP and generally correspond to Expressways designated in the OHP.

identified in the RTP and 2040 Growth Concept, as well as local and state goals will guide to this work. This work will be coordinated with planned updates to the Oregon Transportation Plan (OTP) and the OHP.

Since April 2019, Metro and ODOT have worked closely together and with local, regional and state partners to scope the project, seeking feedback on the project objectives and proposed approach.

Comments and feedback have been received since mid-April through:

- two **Metro Council work sessions** (June 25 and November 5);
- more than twenty-eight **discussions with local and regional policy and technical advisory committees**, including county-level coordinating committees, **and local, regional and state agency staff** aimed at understanding the intersection of the mobility policy and land use and other transportation issues (April – October);
- one **forum with community leaders** (August);
- two **consultation meetings with Oregon Department of Land Conservation and Development** staff (September and November); and
- **interviews with more than sixty stakeholders** from across the greater Portland region representing state, regional and local government, transit, business, freight movement, commuter, public health, environmental, affordable housing and racial equity perspectives, among other stakeholders (July – October).

A **Scoping Report** describing the process and key themes from stakeholder feedback and a **Stakeholder Interviews Report** are provided in **Attachments 1 and 2, respectively**.

Overall, there is broad support and enthusiasm for an updated policy that accounts for all modes of travel and a broader array of outcomes beyond the level of congestion. Stakeholders also broadly supported the draft project objectives and the need for an updated policy. The comments and feedback received throughout the scoping phase shaped the work plan and the stakeholder and public engagement plan recommended by the Joint Policy Advisory Committee on Transportation (JPACT) on November 21, 2019.

ACTION REQUESTED

Approve Resolution No. 19-5048, approving both the work plan and the stakeholder engagement plan for the regional mobility policy update as recommended by JPACT and directing staff to move forward with the next phase of the project.

IDENTIFIED POLICY OUTCOMES

As directed by the 2018 RTP, this project will update the 20-year old “interim” mobility policy that is used to define and measure mobility in regional and local transportation system plans (TSPs) and during the plan amendment process in the Portland area. The project will develop a holistic alternative mobility policy and associated measures, targets, and methods for the Portland region that focuses on system completeness for all modes and system and demand management activities to serve planned land uses. The project will advance the RTP policy goals for addressing equity, climate, safety and congestion as well

as support other state, regional and local policy objectives, including implementation of the 2040 Growth Concept and the region's Climate Smart Strategy.

In addition, this project will develop guidance to jurisdictions on how to balance multiple policy objectives and document adequacy, i.e. consistency with the RTP and OHP, in both transportation system plans (TSPs) and plan amendments, when there are multiple measures and targets in place. Finally, the project will recommend considerations for future local, regional and state actions outside the scope of this project to implement the new policy and to reconcile differences between the new TSP and plan amendment measures and targets and those used in development review and project design.

POLICY QUESTION

Should the Metro Council approve the resolution and direct staff to move forward with implementing the regional mobility policy update work plan and supporting stakeholder engagement plan as recommended by JPACT?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

Policy options for the Metro Council to consider include:

1. Approve the resolution thereby approving the project work plan and stakeholder engagement plan as recommended by JPACT and directing staff to move forward with the next phase of the project.
2. Approve the resolution with changes or conditions.
3. Do not approve the resolution.

STAFF RECOMMENDATIONS

Staff recommends Metro Council approval of Resolution No. 19-5048, approving both the work plan and the stakeholder engagement plan for the regional mobility policy update as recommended by JPACT and directing staff to move forward to the next phase of the project.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

When the mobility policy update was defined and adopted unanimously in Chapter 8 of the 2018 RTP, JPACT and the Metro Council recognized this work must holistically advance the RTP policy goals for addressing equity, climate, safety, and congestion as well as support other state, regional and local policy objectives, including implementation of the 2040 Growth Concept and the region's Climate Smart Strategy. This understanding and direction provided by the Metro Council in June is reflected in the project work plan and engagement plan recommended by JPACT.

Known Opposition/Support/Community Feedback

There is no known opposition.

Legal Antecedents

- **Ordinance No. 18-1421** (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted December 6, 2018.
- **Resolution No. 19-4979** (For the Purpose of Adopting the Fiscal Year 2019-20 Unified Planning Work Program), adopted May 16, 2019.

Anticipated Effects

Approval of Resolution 19-5048 will direct staff to move forward to the next phase of the project and to finalize the project agreement between Metro and ODOT.

As called for in the work plan, the project will develop a holistic mobility policy that addresses all modes of travel and considers a broader array of outcomes, beyond the level of congestion. The project will advance the RTP policy goals for advancing equity, mitigating climate change, improving safety and managing congestion as well as support other state, regional and local policy outcomes, including implementation of the 2040 Growth Concept and the region's Climate Smart Strategy.

The updated policy will provide a clear policy basis for management of and investment in the throughway and arterial system to better manage growing motor vehicle congestion in the region in order to maintain interstate and statewide mobility on the throughway system while providing for intra-regional mobility and access by transit, freight and other modes of travel on the arterial roadway network and other modal networks defined in the RTP.

This project will develop amendments to the mobility policy contained in the 2018 RTP and the OHP for the Portland metropolitan region for consideration by JPACT, the Metro Council and the Oregon Transportation Commission in 2021.

Financial Implications

This project is accounted for in the 2019-20 budget approved by the Metro Council on June 20, 2019 and the 2019-2020 Unified Planning Work Program (UPWP) approved by the Metro Council on May 16, 2019. The project will rely on a combination of Metro's federal transportation planning grants and other resources to be determined by ODOT, pending finalizing the project agreement between Metro and ODOT.

ATTACHMENTS TO STAFF REPORT

1. Stakeholder Interviews Report (10/23/19)
2. Scoping Engagement Report (11/1/19)

Oregon Department of Transportation
and Metro

Regional Mobility Policy Update

STAKEHOLDER INTERVIEW REPORT

Prepared by JLA Public Involvement

10/23/2019



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Metro is the federally mandated metropolitan planning organization designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds.

Project website: www.oregonmetro.gov/mobility

The preparation of this strategy was financed in part by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this strategy are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration.

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1.0 Introduction

1.1 BACKGROUND

Metro and the Oregon Department of Transportation (ODOT) are working together to review and revise the policy on how the region defines and measures mobility in regional and local transportation system plans (TSPs) and during the local plan amendment process in the Portland area. The updated policy will guide development of future regional and local transportation plans and the evaluation of potential impacts of plan amendments and zoning changes on the transportation system.

The current 20-year old mobility policy is adopted in the Regional Transportation Plan (RTP) and Policy 1F (Highway Policy) of the Oregon Highway Plan (OHP), and measures the ratio of motor vehicle volume to motor vehicle capacity during peak travel periods to identify transportation needs and adequacy of the transportation system to serve planned land uses. These thresholds are referred to as the volume-to-capacity ratio (v/c ratio).

This project to update the Regional Transportation Plan's 20-year old "interim" mobility policy was identified in the 2018 Regional Transportation Plan (RTP) as necessary to better align the mobility policy with the comprehensive set of shared regional values, goals and desired outcomes identified in the RTP and 2040 Growth Concept, as well as with local and state goals.

1.2 PURPOSE OF THE INTERVIEWS

This planning effort is in the scoping phase. Policy makers, business and community representatives, and transportation and land use practitioners (consultants and city/county/ regional/state/federal staff) were interviewed with the purpose of understanding how they define mobility, as well as to collect insights as to their desired outcomes from the update to the current mobility policy. Additionally, interviewees were asked to share the challenges and opportunities they see or experience related to the region's mobility and/or the mobility policy.

The feedback from these interviews supplements other project scoping engagement activities conducted by ODOT and Metro since April 2019, and have been used to help develop both a work plan and public engagement plan for consideration by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council that will guide the planning process as the project moves forward in 2020.

1.3 PROCESS

Stakeholders from a mix of interests and experience were interviewed to ensure a wide range of viewpoints and perspectives, including:

- Elected officials and policy makers from the Metro Council, Land Conservation and Development Commission and the Oregon Transportation Commission, commissioners from each of the three counties (Clackamas, Multnomah, and Washington), and public officials from TriMet, ODOT, and Metro
- Staff transportation and land use practitioners from all three counties, as well as from ODOT Region 1, the Federal Highway Administration, Port of Portland, Department of Land Conservation and Development, and from select cities within the Portland area

- Transportation and land use consultants or experts from DKS Associates, Kittelson and Associates, Angelo Planning, WSP, and Radler White Parks & Alexander. LLP
- Business, economic development, freight, and trade representatives
- Community representatives from a variety of backgrounds and organizations ranging from equity, environmental justice, sustainability/environmental protection, transit/bike/pedestrian advocacy, seniors and disability rights, and transportation advocacy

A total of 64 people were interviewed in person or by phone from July to September of 2019, with a total of 10 group interviews and 31 individual interviews. For a full list of the stakeholders involved in these interviews, refer to **Appendix A**.

Interviewees were asked to answer a series of questions with topics ranging from personal or agency-specific definitions of mobility, potential measures of mobility, application of the policy, as well as mobility as it relates to equity, safety, and other modes of transportation. Questions varied depending on the level of experience or expertise the interviewee had in regards to the current mobility policy. Interviewers also asked for suggestions on the public engagement process for the mobility policy update.

This document summarizes the results of those interviews.

2.0 Summary of Major Messages

- **Broad support and enthusiasm expressed for an updated policy.** While suggestions or preference for how to update the policy varied, all interviewees expressed support, and most expressed enthusiasm, for updating and adapting the mobility policy to better serve the region.
- **Develop a broader, more holistic mobility policy.** Nearly all interviewees supported developing a mobility policy that is not just vehicle based and does not just measure volume/capacity. Interviewees suggested a number of ways the policy could be more holistic including expanding the policy to include all modes, applying an equity lens, and taking into account safety, accessibility, network connectivity, connectivity between modes, and system completion.
- **Ensure the new policy is legally defensible and not overly complex.** The primary value of the current policy is that it is widely understood and accepted by those to whom it applies. It is regional, it is legally defensible for plan amendments and development review because it has been tested over time, and it is relatively easy to explain and apply. Jurisdictions, in particular, are concerned that a complex policy can lead to confusion, a lack of accountability or use in decision-making, and further barriers to development and transportation improvements.
- **The current policy, standards and measures are insufficient or not working:**
 - Most jurisdictions and transportation consultants noted that, given our growth and funding constraints, it is not always possible to meet the policy and standards; therefore the policy has decreased in its impact on planning. While it may help prioritize projects for the TSPs, it is not realistic to assume additional capacity required to meet the policy will actually be funded, or that vehicle capacity is appropriate in all situations.
 - All jurisdictions and many community stakeholders agreed that the policy does not recognize or take into account opportunities for moving people and goods by other modes, and can inhibit investments that promote use of travel options, such as walking, biking, and use of transit.

- Many policy makers, community members, and staff of other jurisdictions pointed out that the policy is dated and does not address other goals of the region, such as climate change, public health, equity, and housing.
- **A policy with one set of measures, but different targets:** Most interviewees felt the policy and measures should remain the same regardless of land use context or type of road, but were supportive of developing a toolkit for applying the measures and assigning targets in a way that considers the planned land uses in an area and/or the function of the road. Many participants were undecided about *how* the application of the measures and assigned targets should differ, but a large majority expressed that a “one-size-fits-all” approach was not appropriate. There was general support for having a policy that had a consistent set of measures and:
 - Applying different targets for more urbanized areas with more travel options available versus the developing areas that have fewer options; and/or
 - Applying different targets and/or measures based on the purpose or function of the facility (eg. throughways and freight routes versus arterials).

A few stakeholders suggested the policy’s measures and targets should be applied uniformly, with the expectation that all of the region should be developed to ultimately support the land use and transportation goals of the region.

- **Most commonly suggested measures:**
 - Travel time and reliability
 - Easily understood by the public
 - Supports the freight industry
 - May be more effective than v/c for systems that cannot meet v/c targets
 - Transit coverage and frequency
 - Can be linked to bike and pedestrian network completion
 - Supports transit dependent populations, but needs to consider paratransit and deviated routes
 - Helps reduce the need to drive, drive alone trips, and vehicle miles traveled
 - Safety
 - Needs to be included either as a part of measuring mobility, or included as a separate measure
 - Access to destinations
 - Include first/last mile connectivity to transit from jobs, housing, and other destinations (e.g., 20-minute neighborhoods)
 - Promotes mobility for all modes and complete communities
 - Can help meet equity goals
 - Network connectivity
 - Can be applied on both a large and small scale (e.g., system-level and plan amendment scales)
 - Needs to have a defined and agreed-upon network before setting as a measure
 - Vehicle miles traveled (VMT)
 - Look to California as a guide
 - May help achieve other goals, such as reducing greenhouse gas emissions and equity goals
 - Difficult to defensibly measure, may only work at the system level
 - Volume to capacity (v/c)
 - Too simplistic to be the only measure

- Useful for identifying issues in the system
- Can help with vehicle movement which benefits the economy
- Provides legally defensible data
- **Significant support for an equitable transportation system, but no agreement on what that is or how to accomplish it.** Generally, most define an equitable system as one that serves all people with safe, reliable, efficient, and affordable options, especially for those with the most need in order to access affordable housing, jobs, and services.
 - Many stress that to achieve this we should invest where there are identified communities with the most need.
 - Many others stress that multimodal investments intended for equity are now serving the young, white privileged population. Housing affordability and other factors have contributed to displacement, dispersing communities of color and low income residents to outer areas of the region with fewer options to find affordable housing. They are now car dependent so vehicle capacity is an equity issue.
 - Others point out that historically marginalized communities will continue to move in the region, and that the best way to serve them is to ensure sufficient transportation choices throughout the region.

Note: Each of these perspectives was raised by a variety of interviewees representing the spectrum of stakeholders, including those representing historically marginalized and underserved communities.

- **Align with the current uses of the mobility policy.** This update should aim to sync up the full range of uses of the current policy, including development review and project design.
- **The most common success factors mentioned by stakeholders were:**
 - A more holistic approach to measuring mobility
 - More carrot, less stick approach to reducing VMT
 - A policy that uses an equitable and culturally responsive approach, specifically in regards to how the transportation system supports historically marginalized and vulnerable communities as they relate to social and demographic identity
 - Implementation – the policy will be broadly supported and adopted by all jurisdictions and used
 - Reduction of congestion
- **Comments on the update process and stakeholder engagement:**
 - Engage typical users
 - Engage stakeholders from outside the region that travel through the region or to key destinations in the region (e.g., Portland International Airport, freight intermodal facilities, universities, hospitals, etc.)
 - Look to California’s work on VMT measures, call on experts that worked on developing that legislation and implementation at regional and local levels
 - Work with representatives from underserved communities to define an equitable transportation system
 - Provide opportunities for practitioners from jurisdictions across the region to learn about each other’s needs in building a new policy

3.0 Summary by Question

This section is broken down by question, as well as by the type of interviewee (policy makers, community and business representatives, and transportation and land use practitioners). The icons below can help identify the type of interviewee responses that are being summarized.

Policy Makers



Community and Business Representatives



Transportation and Land Use Practitioners



3.1 DEFINE MOBILITY

Policy makers and community/business representatives were asked: **“What does the term “mobility” mean to you in the context of a community?”**

COMMON RESPONSES:

The definitions volunteered by interviewees generally fell into one of the following two related categories:

- *All transportation system users can access their destinations – home, work, services – in a timely, efficient, and affordable way by their choice of mode.*
- *Movement of goods and people.*

VARIATIONS AND ADDITIONAL POINTS:

- Flexibility in the system
- How the system handles the volume of all movement
- How transportation and mobility contributes to livability
- Transportation that is responsive to individual needs
- Proximity as it relates to and promotes mobility
- People-centered transportation
- Mobility is broader and more complex than just congestion
- Transportation is not an end, but a means to an end for healthy, engaged, and successful communities
- “Isn’t transportation for transportation’s sake”

3.2 INTERVIEWEES' BACKGROUND ON THE EXISTING POLICY



POLICY MAKERS' AND COMMUNITY/BUSINESS REPRESENTATIVES' FAMILIARITY WITH THE EXISTING POLICY

Policy makers and community/business representatives were asked: **“Are you familiar with the current regional mobility policy?”**

- Most community members did not have former experience with the mobility policy and some felt that, based on the factsheet and information they were provided, they would not be qualified to participate. However, following encouragement and gaining an understanding that the interview would be based more on values than technical knowledge, they were more comfortable and eager to voice their perspective.
- A majority of policy makers were familiar with the mobility policy and its purpose, but not with the specifics or general application. *Note: Some had a significant depth of knowledge on the policy due to their history and/or responsibilities.*



PRACTITIONERS' USE OF THE EXISTING POLICY

The transportation and land use practitioners (transportation agency staff and consultants) were asked: **“How do you/does your agency use the current regional mobility policy, standards and targets?”**

Note: This does not provide details on how each interviewee uses the policy, but represents the range of responses.

The practitioners noted they use the policy and standards in the context of their TSPs, plan amendments, development review, projects, federal NEPA process to define purpose, establishing alternative mobility standards, and TPR compliance.

- The policy can help identify problems and prioritize road projects at the system level.
- Most stated that it is not a useful tool or else that it is not an adequate planning tool, and that it's becoming less and less viable. They pointed out that the standards are frequently not achievable and/or are not helpful for creating TSPs that meet today's goals of multimodal plans and walkable neighborhoods.
- Practitioners pointed out that they will move forward with planning even when it is a challenge to meet the policy:
 - TSPs – local jurisdictions will prioritize local projects, but for facilities that are subject to the standards and requirements of the policy, jurisdictions will often defer the problem by referring to the need for a refinement study.
 - Plan amendments – in order to meet the policy in their plans, practitioners will often create a “polite fiction” and include projects that have a low likelihood of getting built or funded.
 - Development review – when a development proposal is submitted that doesn't meet the mobility standards, but is not expected to receive significant opposition and is supported by the jurisdiction, the jurisdiction will make a calculated risk and approve the proposal with the assumption that there won't be an appeal.

- There's a disconnect between mobility for travel through the region and mobility as it relates to access and safety.
- The TSPs need to be manipulated in order to meet the demands of the policy.
- The table of mobility standards and targets is a precise measuring tool in an imprecise environment.
- The policy still works for smaller MPOs and the jurisdictions outside the Metro area.
- The current policy can impede planned development, particularly new housing, and the implementation of the Beavercreek Concept Plan in Oregon City was held up as an example by several interviewees.
- The TSPs are required by the TPR to coordinate land use and transportation planning. When planners are not able to adequately reconcile the planned land use and transportation within the TSP, it pushes the responsibility to meet the mobility policy down the line to the plan amendment and then development review.
- Practitioners that are responsible for healthy industry noted that it is helpful in development review and capital projects for understanding third party impacts to adjacent businesses.
- It is used as a basis for requesting exceptions.
- One jurisdiction stated that they feel the policy has been successful and they continue to use it to plan for and build out their system.
- The mobility policy can pose an issue during jurisdictional transfers, such as Barbur Blvd. or 82nd Ave.
- In TSPs it is used to identify needs and priorities.
- The designation of a mixed-use multimodal area (MMA) is not fully utilized because of the City of Portland Transportation Impact Analysis (TIA) requirements. Due to past practices, there have been changes at the local level that take advantage of what the MMA designation allows. However, the City of Portland has not updated their local master plan process to remove the requirement for additional traffic analysis.

3.3 STRENGTHS AND WEAKNESSES OF THE EXISTING POLICY AND SYSTEM



POLICY MAKERS' PERSPECTIVES ON THE EXISTING SYSTEM

Policy makers were asked **“When thinking about mobility, what do you believe is working/not working with the current system?”**

WHAT'S WORKING

- The policy is consistent between state and regional plans.
- There has been a lot of community and regional discussion about how to address mobility issues, and efforts have been made to develop solutions.
- The hub and spoke transit model was effective when building out the initial system.
- In regards to plan amendments:
 - The policy forces a conversation that ensures the community understands the implications of decisions – it doesn't force compliance, but builds understanding and support.
 - The current policy provides an opportunity to say “no, this isn't going to work,” which avoids the difficulties that result from saying “no” at the development review stage.

- In regards to TSPs:
 - The policy creates a conversation about the purpose and need for projects.
- One policy maker noted, the policy has accomplished what it was intended to accomplish, however it's dated and doesn't address the goals for serving other modes, reducing climate impacts, promoting equity, etc.

WHAT'S NOT WORKING

- The targets aren't effective at helping communities get to the vision and goals they are trying to achieve.
- The targets can't be met which has resulted in confusion as to what is able to be done.
- The current policy doesn't allow for the growth of the region, specifically in regards to population and congestion.
- There is public frustration with overall congestion and flaws in the transportation system.
- There is a sense of disconnect between the public and transportation planners and decision-makers.
- The current policy doesn't work for multimodal transportation planning.
 - Ex. Lloyd Center is very multimodal (I-5, streetcar, MAX, bus, bike, ped), but the mobility standards can only look at vehicle capacity and they don't allow for flexibility or consideration of the vehicle trip reduction benefits of compact land use and increased walking, biking, and use of transit. Nor does it allow for the benefits of limiting vehicle capacity in order to promote the other modes.
- The hub and spoke model for transit doesn't serve the region in terms of connecting communities and employment centers, and there is a growing need to build out a grid system for transit.
- The interstate system and throughways should serve longer through trips, not shorter local trips, and needs to remain functional for the commerce that relies on through trips.
- Inefficient and/or poor coordination between the federal, state, and local systems.
- There are not enough resources to accomplish what needs to be done.
- It is thwarting development: SDCs, affordable housing, TODs, and jobs.
- The policy needs to be flexible to allow it to be scaled up to the vision.
- The policy doesn't allow for significant densification around key rapid transit facilities.
- There are serious gaps in mobility for all modes – particularly in regards to transit in Clackamas and Washington counties.
- The current policy is too obtuse for the public to understand easily.
- The standards still point to large, expensive transportation projects when there is very little money to fund those projects.
- The policy doesn't incorporate an equity lens or link to affordable housing, and doesn't allow for increased densities in areas designated for future growth and development.
- Measurements are focused on transportation, but transportation is only a part of how communities work.
- The infrastructure doesn't support population growth and makes it difficult for people to get around quickly and easily without relying on automobiles.
- It takes too long to get exceptions or go through the process to develop and request approval of alternative mobility standards by the Oregon Transportation Commission.
- The policy doesn't address issues related to first/last mile connectivity in regards to accessing transit.
- In regards to TSPs, it's easy to understand and identify the problems, but no one has come up with ways to realistically address the problems in ways that meet the policy when they require unworkable or

unbuildable capacity improvements, or improvements that are counter to the planned land uses, such as walkable neighborhoods.



COMMUNITY AND BUSINESS REPRESENTATIVES' PERSPECTIVES ON THE EXISTING SYSTEM

Community/business representatives were asked **“When thinking about mobility, what do you believe is working/not working with the current system?”**

WHAT'S WORKING

A majority of community/business representatives either did not respond to how the system functions well, or explicitly noted that the system is not effective. Of those few that provided ways in which the system is functioning well, the most common response acknowledged that **the system has been effective at connecting people to Portland's downtown urban core by a variety of modes**. Other comments included:

- Efforts to expand transit
- Promoting active transportation
- Vision Zero
- Applying an age-friendly lens to transportation decisions

WHAT'S NOT WORKING

Congestion and lack of transit coverage and service expansion to keep up with growth were the most common issues mentioned by community/business representatives. Other issues included:

- Safety issues
 - Vulnerable communities are at a much higher risk of traffic-related injuries or fatalities
- The “one-size-fits-all” approach to road planning and design resulting in conflicts between modes, safety issues, inefficiency, and poor traffic management
- Inequitable distribution of travel options
- Significant gaps in travel options exist in some parts of the region
- Current hub and spoke model for transit
- Conflicts between modes
- Displacement and gentrification
- Lack of affordability (housing and transportation)
- Inadequate transportation for the mobility-challenged population
- System gaps and lack of connectivity between modes
- A system that doesn't support the goal of reducing drive alone trips, reliance on automobiles, and VMT
- Lack of attention to travel needs other than the traditional home-to-work system user, i.e. travel for needs other than employment, alternative work hours, etc.



PRACTITIONERS' USE OF THE EXISTING POLICY

The transportation land use and transportation practitioners were asked: **“What do you believe is working and not working with the current regional mobility policy, standards and targets?”**

WHAT'S WORKING

While most practitioners agreed that the current policy is inadequate, nearly all agreed that a primary value of the current policy is that it is known, understood and accepted by those who must rely on it.

“There is a threshold. You know how to measure it. You know how to mitigate. No one questions its validity. Developers don't argue. Engineers get it.”

Additional points included:

- It identifies where the congestion problems are in a TSP and therefore helps when prioritizing projects for a 20-year timeframe.
- It is effective and legally defensible for exactions.
- The public is concerned about congestion and wants auto mobility; the policy identifies congestion and auto mobility deficiencies. *Note: This issue was acknowledged by jurisdictions responsible for planning for developing outer parts of the region, as well as for those established in urban centers in the region.*
- Several traffic engineers stressed that v/c is still one of the best tools for understanding the safety and capacity of intersections.
- The staff of one jurisdiction stated that the policy has been working for implementing their concept plans.
- The policy makes it easy to collect data and measure.
- Freight is essential to our economy and it relies on vehicle mobility.
- If a plan amendment fails, ultimately the local jurisdiction can move forward regardless.
- It provides a link to identify consistency with the Transportation Planning Rule.

WHAT'S NOT WORKING

Nearly all practitioners agreed that the policy is either insufficient or just unworkable.

- “It's dated.” “It's all about moving cars.” It does not allow for movement of people and goods through other modes.
- “It's antiquated.” It doesn't reflect the region's goals for climate change, VMT reduction, health, equity, etc. and actually works against those goals. It is in conflict with our city's goals and policies.
- “It's broken. It no longer works to create continuity from long-range planning to projects.” (TSP, to plan amendment, to development review, to projects).
- The transportation system doesn't work. Freeways aren't working. Arterials aren't working.

- Freight chooses to move outside of peak travel times when possible, but increasingly throughout the day there is not enough capacity to support them during off-peak travel times.
- The measures work but the policy doesn't help us achieve the goals we want to achieve.
- The OTC alternative mobility process is too onerous, and potential solutions are unclear.
- No land use balance – can't implement concept plans.
- The results of Metro's peak spreading model can be misinterpreted in how it addresses the measure.
- Does not do a good job of addressing connectivity and system gaps.
- The policy only takes into account peak hour travel, not how a street works during off-peak hours.
- Doesn't get you the nuances that travelers experience, such as delay and travel time.
- V/c doesn't make sense to the public.
- If you use the peak spreading model it doesn't work with the standards.
- The standards are often impossibly high, specifically with the 30th highest hour measure.
- Doesn't address how to create a quality community.
- The land use solutions, just as other modes, are not seen as mitigating factors in meeting the mobility policy. Feels like the developer is being punished for making choices that reduce drive alone trips and reliance on automobiles.
- The policy requires capacity improvements, i.e. left turn lanes that impede MAX travel and therefore make the train less attractive to users.
- For jurisdictions that have a hierarchy of transportation (e.g., pedestrian, bike, transit, etc.), drive along trips are the lowest priority, yet the policy prioritizes vehicle trips to be the highest priority, (e.g., Portland).

3.4 THINKING ABOUT POTENTIAL ALTERNATIVE MEASURES OF MOBILITY

All interviewees were asked to review the potential new measures of mobility to be explored in the update to the Regional Mobility Policy and identify the measures they felt would best serve the region's needs. The potential measures include:

- Movement capacity for people and goods throughput, all modes (driving, riding a bus or train, biking, walking or moving goods)
- Vehicle miles traveled (VMT)
- Travel time and reliability for motor vehicles, including freight and transit
- Transit service coverage and frequency
- Bike and pedestrian network completion
- Mode share
- Network connectivity
- Access to destinations by a variety of modes

Interviewees were also given the opportunity to suggest additional measures for exploration, as well as comment on whether the volume/capacity measure (v/c ratio) should continue to be used as a part of the updated Regional Mobility Policy.



POLICY MAKERS' RECOMMENDED MEASURES

For the policy makers, the following measures received the strongest support.

Transit service coverage

- Need to be making transit-friendly planning decisions, specifically in regards to future growth, development, population, and need
- Remove barriers to using transit

Access to destinations by a variety of modes

- Choice of mode needs to be a main aspect of this measure
- Need to consider flexibility in regards to access to transportation and destinations
- Can be difficult to measure
- Need to consider equity
- Support complete communities (20-minute neighborhoods)
- Can have different needs depending on the functional class and usage along a corridor

Travel time and reliability

- This is something the public can understand and has meaning

Policy makers provided comments or support on the following measures:

- People and goods movement capacity and throughput
 - Throughput is a key aspect of this measure
 - Needs to explicitly call out other modes
- Volume/capacity
 - Considers congestion and vehicle movement which can benefit the economy
 - Should be used as a diagnostic tool, not as the base for decision-making
- VMT
 - Use California as a guide
- Bike and pedestrian network completion
 - Addresses gaps in the system
- Network connectivity
 - It's critical to have a defined network that is agreed upon prior to using network connectivity as a measure
- Mode share
 - Most suggested that measures for alternative modes would be more effective, and that this was better understood as an outcome, not a measure.
 - A few explicitly opposed this as a potential measure due to concerns that the trips were not fungible between modes, or that it would not be easily understood.

Some general comments included:

- This shouldn't be about how it works for the Portland area, but rather how we serve statewide needs in the context of the system in the Portland area.
- Measure trend lines for future planning.
- Develop a measure for technology and innovation, i.e. AV, EV, rideshare, ridehailing, etc.
- Limit the number of measures (3-4) in order to accomplish goals.
- Measures need to support multimodal transportation.
- Safety is an outcome – find measures that ensures that outcome.



BUSINESS AND COMMUNITY REPRESENTATIVES' RECOMMENDED MEASURES

Business and community representatives provided feedback on all of the suggested measures, summarized below.

Access to destinations by a variety of modes (*this measure received the strongest support from the community/business representatives*)

- Enables comparisons between and promotes mobility for all modes
- Should be the standard for measuring success
- Can help address needs resulting from growth
- Can help address needs based on social and demographic identity – needs specific to age, location, income, race, gender, etc.
- Promotes development and transportation investments that are place-based (proximity to destinations)
- Addresses congestion
- Engage the community to better understand what destinations are most important – use community input to develop a destination value hierarchy
- Connect to commercial corridors
- Safety needs to be explicit
- Needs to address system gaps
- Needs to include freight

Travel time and reliability

- Important for the freight industry
- Supports the workforce
- Include other modes of transportation, specifically active transportation modes (pedestrian, bikes, etc.)
- Needs to consider environmental justice
- Focus on efficiency, not just trying to force people out of cars by making driving inefficient
- Ensure the assessment is based on reality, i.e. peak hour travel for various modes
- Create a mode hierarchy
- Should serve as the overarching measure

People and goods movement capacity and throughput for all modes

- This should serve as the baseline or “umbrella” for transportation decisions
- Ensure transit is included
- Does not take into account the factors that impact use of all modes of transportation
- Link to the access to destinations measure
- Should be guided by the travel time and reliability measure

Vehicle miles traveled

- Proven and has had success in California
- Can be used to track congestion
- Meets the needs of the community
- Aligns with the goals of addressing climate change, creating livability, and measuring the impacts of development
 - One interviewee felt that climate goals need to be explicit in the measure

Bike and pedestrian network completion

- Can address safety in regards to mode conflicts and access
- Can address gaps in the system (sidewalks, bike paths/lanes, etc.)
- Investments shouldn't be at the expense of freight and vehicle travel
- Has the potential to promote future displacement and issues related to equity
- Needs to be holistic in terms of addressing system gaps

Transit service coverage

- Supports transit dependent people
- Reduces drive alone trips
- Addresses issues related to first/last mile connections to transit
- Should take into account paratransit and deviated routes

Mode share

- Make decisions that incentivize people to use modes other than SOVs
- Needs to be more explicit about climate change

Network connectivity

- Connect to commercial corridors
- Don't use a “one size fits all” approach to connectivity
- Make connectivity for all modes explicit in the measure
- Could be built into the access to destinations measure
- Seems too abstract

Volume/capacity

- Can serve as a good measuring tool
- Too simplistic to serve as the only measure

- Needs to be rational when determining capacity
- Useful for identifying congestion hotspots
- Is legally defensible

Some general comments included:

- Accessibility needs to account for the housing and transportation cost burden - specifically in regards to displacement.
- Safety is important to consider in relation to congestion and conflicts between modes.
- Equity needs to be explicit in all measures included in the policy.
- Measures need to account for transportation innovation, i.e. AV, EV, rideshare, etc.
- Measure changing behavior, i.e. telecommuting, alternative work hours, etc.
- Climate needs to be explicit.
- Measure impacts to natural and regional resources.
- Measure the effectiveness of coordinating land use and transportation planning.



PRACTITIONERS' RECOMMENDED MEASURES

Most practitioners acknowledged all the listed measures were valuable considerations, but almost all practitioners also stressed that, to be effective, the policy would need a clear and narrow set of measures.

The following measures were most commonly suggested:

Bicycle and pedestrian network completion and transit coverage and frequency

- Interviewees frequently discussed these two measures in combination.
- A broader *system* completion (bike, pedestrian, transit, etc.) was discussed as a measure:
 - The City of Portland has developed and tested a tool, tying it to SDCs.
 - California has done market-based work – a developer can be required to pay into a system completeness fund.
- There would need to be clear criteria to define system completion and the targets to completion.
- Topography and/or density need to be considered when defining appropriate levels.
- Need to stop thinking of bike and pedestrian investments as the mitigation.
- Participants discussed a variety of ways to measure transit service, including proximity to jobs and housing, trip time, and seats per hour.
- Clackamas County developed but did not adopt a more holistic mobility policy. They identified multiple measures for bike and pedestrian connectivity, including a bicycle level of stress and measure.

A vehicle measure: Travel time reliability for vehicles, including freight and transit AND/OR Volume to Capacity – v/c

- Most interviewees suggested that a measure for vehicles still needs to be included in the updated mobility policy.

- Most who preferred travel time and reliability suggested it was more intuitive for communication with non-practitioners and more meaningful.
- It was suggested that travel time and reliability may be more useful than v/c for systems that can't be fixed to meet v/c targets
- Reliability is critical for the movement of freight.
- Transit reliability could be measured separately.
- Many – particularly the practitioners with the technical expertise and responsibility to assess the v/c – felt that v/c is still one of the best tools.
 - Provides the most legally defensible data
 - Particularly useful for measuring capacity and safety of intersections
 - Supporters of v/c believed it was easier for people to understand
- Some believed both measures should be used, practitioners within several agencies debated among themselves about which of these measures were most useful.
- A return to Level of Service – LOS – was suggested only once, noting it is still used by some of the jurisdictions for at least some of their facilities. However, several interviewees cautioned that returning to LOS would be a regression.
- A few supported establishing a vehicle cap, such as the cap established by the City of Portland.

Vehicle Miles Traveled (VMT)

This measure received the most polarized feedback.

Support:

- Some saw great potential for using VMT as an overarching measure to achieve many of the other measures as well as regional goals (mode shift, equity, etc.).
- There was a suggestion that a tool could be built from a VMT system metric in combination with a system completeness measure.
- A couple practitioners saw benefit in having consistency between western states and building on California's work.
- Some noted that VMT supports the Statewide Transportation Strategy (STS) for reducing greenhouse gas emissions.

Concern:

- Some felt VMT was not practical or defensibly measurable, especially for development review and project design.
- Some practitioners pointed to Oregon's different state regulatory framework. California has CEQA (the California Environmental Quality Act) that drives decision making. Oregon has the Statewide Planning Goals and related land use laws, including Goal 12 and the TPR.
- One jurisdiction expressed concern that as a community at the edge of the region with an imbalance of jobs to housing, most residents would commute out of their jurisdiction to work in another community making it difficult for them to compete.

The practitioners provided some feedback on the other measures, as described below:

- Movement of people and goods, all modes – This received broad support, but most felt it was more of a goal or the fundamental purpose of the mobility policy, rather than a measure.
- Network connectivity was recommended by several practitioners as a measure that could be applied on a large and small scale (e.g., TSP and plan amendment scales).
- Access to destinations was a consistent priority or used as a key part of the definition of mobility, but a number of practitioners stated that other measures could be effective at achieving accessibility.
- Mode share was generally not supported and was suggested as an outcome rather than a measure.

Some general comments included:

- There will be great benefit to a regionally adopted set of measures. They will be legally challenged and therefore need broad support and application.
- Many of these are all high-level planning goals; they won't work as measures when developing a plan or looking at a proposed development.
- Using the terms "target" and "measure" instead of "standard" is a good step.
- The measures ultimately need to work for development review, as well. They need to help establish a defensible nexus between the development and any required improvements or investments.
- The measures need to be able to identify incremental change. Using a bunch of measures won't work.
- Consider the possibility of different measures for the plan and for development review.
- We do not yet have good predictive tools for other modes.
- Which should come first – adopting a policy that creates a demand for better tools to generate the needed data, or adopting a policy that is dependent on data from tools that are currently available?

3.5 CONSISTENCY/FLEXIBILITY OF POLICY, MEASURES, AND TARGETS



POLICY MAKERS ON POLICY CONSISTENCY/FLEXIBILITY

Policy makers were asked: **“Do you feel the policy, associated measures, and targets should be applied differently depending on the areas?”**

- A majority of policy makers felt there should be a common set of measures with potentially different targets – specificity depending on the area.
- The application of the policy/measures/targets needs to take into account density.
- The application should recognize the needs in employment centers.
- Any variation in the application of the policy/measures/targets should not promote urban sprawl.
- “It’s like the blind man and the elephant, the region looks very different across the region, for Portland and Metro staff they’re great and very smart, but they don’t understand. They’re looking at the world as a blind man, from the perspective of the urban center. If you look in the outer suburbs you don’t have a grid system, you don’t have transit. They need to be measured differently.”
- Some policy makers felt any necessary variations could be captured through functional class.
- It was noted that it would depend on what the measures are, but that the policy needs to allow for differences in the areas.

- It's important to consider topography, geography, and development, as well as look at gaps – ex. kids in landlocked areas only have the option of using SOVs to leave their area and we need to provide alternative modes in suburbs.
- One policy maker felt the policy/measures/targets should not be applied differently depending on the area, unless there are benefits, noting that there's been an unequal way of measuring across the region.

Policy makers were asked: **“Do you feel the policy, associated measures, and targets should be applied differently depending on the type of road and road use?”**

- It was suggested that the application of the policy/measures/targets should address the purpose of the roadway.
- Many felt that having modes existing side by side doesn't work on all roadways and can create safety issues.
- One policy maker felt it could be problematic because the functional class can look different depending on the community, and that it will change over time, i.e. 82nd Ave.
- One policy maker noted that there is not enough money to make every road function for all modes safely.



COMMUNITY AND BUSINESS REPRESENTATIVES ON POLICY CONSISTENCY/FLEXIBILITY

Community/business representatives were asked: **“Do you feel the policy, associated measures, and targets should be applied differently depending on the areas?”**

- A strong majority (80%) of the community/business representatives felt that application of the policy/measures/targets should differ depending on the area.
- Many felt that the policy should remain the same throughout the region, but that the targets should be applied differently based on the reality of the area (i.e. existing infrastructure, population, density, need, etc.)
- Many suggested the concept of a “sliding scale” for applying targets in order to motivate different areas to meet regional mobility goals, while being conscientious of what is achievable at a given point in time within that area.
- The different stages of development across the region and differences in the availability of travel options we a common reason for supporting varied applications of the policy/measures/targets.
- **Other comments included:**
 - Apply the policy in a local, neighborhood, and/or community specific way
 - Assess the activity in the area and apply the policy accordingly
 - Ensure the policy is formed in a way that reflects the regional values

Community/business representatives were asked: **“Do you feel the policy, associated measures, and targets should be applied differently depending on the type of road and/or road use?”**

- All of the community/business representatives that gave a direct response to this question expressed mild to strong support for applying the policy/measures/targets differently based on the type of road and/or road use. Interviewees commonly suggested performing analyses of the road to identify the primary mode usage in order to determine how best to apply the policy/measures/targets.

- Many felt that applying a “one-size-fits-all” approach to roadways has a negative impact on the mobility of all modes.
- Many felt that allowing the policy/measures/targets to be applied differently based on the type of road would help alleviate issues in the system resulting from conflicts between modes.
- **Other comments included:**
 - Allowing for variations in how the policy/measures/targets are applied will help freight mobility
 - Create a “toolkit” for each road type and use it to help when applying the policy/measures/targets
 - The built form of a road should be the driving force in making transportation investments
 - Ruling out the addition of lanes or capacity has a negative impact on freight



PRACTITIONERS ON POLICY CONSISTENCY/FLEXIBILITY

When asked whether there should be differences in the policy, measures or targets, it was a quick and easy, “Yes!” for many of the practitioners.

Others required more thought. While nearly all eventually decided there should be an allowance for differences either based on area or road type, they were deeply concerned about “future proofing” areas that will likely become more dense in time, ensuring our region’s goals are achieved, and protecting the region from sprawl.

Only one jurisdiction’s staff did not support flexibility. They noted that ultimately our outer suburban areas want the same access and mobility options, so it makes sense to include these targets even at the beginning to ensure the system can accommodate them.

Regarding differences based on area:

- Most replied that they supported allowing *different* targets with the *same* policy and measures. Suggested considerations for varied application of targets were:
 - Need to acknowledge that different areas have different barriers to mobility.
 - Density and/or topography. What are the existing and future limitations and opportunities for meeting the targets?
 - Connectivity and availability of other modes. For instance, if TriMet is not investing in the outer areas, we can’t hold them to the same transit targets, but it should still be a measure, and we can create facilities that provide for safe, accessible bus stops or park and rides.
 - Land uses (industrial vs residential), affordable housing. What are the access needs? Aspiration should be to ultimately make complete communities throughout the metro area.
 - May not even need vehicle standards for areas that have achieved a specified level of development with a specified level of available travel options. Some roads should or can be only so wide.

Regarding differences based on functional class or type of roadway:

- Several practitioners supported allowing different targets and, potentially, measures, with the same vision/policy. The primary rationale was for the difference to be based on the designated users or purpose of the road. For instance:

- The role of interstates and throughways is to support statewide and interstate travel through the Portland area and cross-regional travel; not local trips.
- For the sake of freight mobility, designated freight routes need different and/or higher standards for vehicle travel time reliability.
- Designated bike routes need measures and targets that ensure the function and safety for cyclists.
- As a caution, one interviewee stressed that drivers all have apps on their phones that don't care if it's an arterial, collector, or throughway. From a user perspective it won't matter what type of road it is.

3.6 ACCESSIBILITY, SAFETY, EQUITY, AND OTHER MODES



POLICY MAKERS' PERSPECTIVES ON ACCESSIBILITY, SAFETY, EQUITY, AND OTHER MODES

Policy makers were asked **“How would you determine if we have a transportation system that promotes accessibility?”** (Note: Interviewees were informed that the definition of accessibility, in this sense, is not limited to ADA considerations.)

- Addressing first/last mile connectivity, specifically as it relates to transit
- 20-minute neighborhoods
- Transit based on connectivity and/or a transit grid system

Policy makers were asked to address equity and issues related to equity as it relates to mobility:

- “Feels like we’re playing whack-a-mole”
 - Look at underserved communities from a modality perspective, speaking to basic gaps. How much bike/pedestrian infrastructure, transit is within reach.
- Past policies have thwarted affordable housing and have isolated underserved communities
- “We need to do a better job, to agree we’re not going to get it right the first time, and give ourselves the grace to learn and improve. I’m not sure we know what equity is, and we can’t define it based on what we think it is. We need to go to the underserved communities to get their definition of equity.”
- Ex. Happy Valley has a huge Asian-American community and they choose it because of the ability to have a home with enough room for multigenerational families, but they still need access to transit.
- Include people of color and different income groups to help define equitable transportation.
- We don’t have the same resources as other “head-office” cities (Seattle, San Jose, San Francisco), we can’t do it all at once. However, we can’t wait for “perfect,” we have to make imperfect decisions in order to get the “boat to rise for all.”
- Understanding equity areas and ensuring they have access to what they need by a variety of modes
- Need to build a system that serves all people, first/last mile connections to transit are part of that
- A functioning system and region relies on people of all communities being able to get where they need to go – the ripple effect



COMMUNITY AND BUSINESS REPRESENTATIVES' PERSPECTIVES ON ACCESSIBILITY, SAFETY, EQUITY, AND OTHER MODES

Community/business representatives were asked **“How would you determine if we have a transportation system that promotes accessibility?”** (Note: Interviewees were informed that the definition of accessibility, in this sense, is not limited to ADA considerations.)

- Many community/business representatives felt that to promote accessibility you need a system that is affordable, efficient, easy, and safe for all users on all modes – *“cheap, fast, safe, and easy.”*
- Other comments included:
 - Address the “first mile, last mile” barrier to using modes other than SOVs – provide multimodal options within a reasonable distance of all users
 - Build complete multimodal systems that seamlessly connect to each other
 - Create a hierarchy of destinations based on need in order to measure accessibility

Community/business representatives were asked **“How would you determine if we have a transportation system that is equitable?”**

- Many suggested developing a policy that helps protect communities from gentrification and displacement.
- A common theme among community/business representative comments was that the transportation system needs to be serving those with the most need. Specifically:
 - Addressing the geographic disparities in the transportation system that have disproportionate impacts on displaced, gentrified, and/or vulnerable communities, specifically in regards to transit coverage.
 - Addressing the housing and transportation cost and travel time burdens
- Multiple community/business representatives suggested performing robust community engagement in current and historically underserved communities to identify and address equity issues. It was noted that commonly multimodal/active transportation investments in communities of color can be seen as an indicator of impending gentrification.
- Other comments included:
 - Increase access to modes
 - Link affordable housing, employment, and development when making transportation investments
 - Make equity the primary lens
 - Include aging and disabled populations in equity discussions and seek universal design when possible
 - *“Age is an equalizer. The system serves you less as you age, regardless of race, gender, income, or location.”*
 - Geography plays a key part in equity. The transportation system is consistently lacking in areas with vulnerable communities.

Age is an equalizer. The system serves you less as you age, regardless of race, gender, income, or location.

Community/business representatives were asked **“How would you determine if we have a transportation system that is safe?”**

- Many noted that conflicts between modes lead to safety issues.
- Many felt that safety was missing from the potential measures.
- A common comment noted the importance of considering the perception of safety for individual users. Examples included:
 - How users feel with the presence of transit police based on experience and identity
 - User confidence and comfort when navigating the transportation system during different times of day and on different modes, i.e. women, aging adults, disabled individuals, people of color, etc.
- The Vision Zero goal was mentioned multiple times both in regards to suggestions for using it as a measure for safety (injuries and fatalities related to traffic incidents), and because some felt the measure was too simplistic and did not adequately demonstrate the safety of the network.
- Other comments included:
 - Safety is addressed in other policies and regulations in the region and does not need to be built into the update
 - Engage the community in order to determine the best way to address safety issues

Community/business representatives were asked “**How would you determine if we have a transportation system that supports other modes?**”

- Key themes from community/business representatives answers to this question included:
 - Considerations for ADA and paratransit, including exploring place-based options for transit coverage, i.e. deviated routes, shuttles for transit dependent users to meet basic needs (groceries, social interaction, etc.)
 - Providing for users that use multiple modes within a single commute, i.e. providing adequate parking and bike storage at MAX stations
 - Providing multimodal options in communities with the most need



PRACTITIONERS' PERSPECTIVES ON EQUITY

Practitioners generally covered the issues of accessibility and safety when discussing measures and the current system. When asked “**How do we determine whether we have an equitable transportation system?**” the key messages were as follows:

- There was universal support for striving for a more equitable transportation system, one that provides for all modes, ensuring transportation options at a basic level.
- There was also a lack of confidence that the field of practitioners have the right qualifications to define an equitable transportation system. They encouraged the project team to seek input from communities of color, low-income, disabled and other underserved communities.
- Displacement was a major concern with two primary perspectives:
 - We need to target investments to underserved communities and identify actions to avoid and mitigate displacement
 - Transportation investments will create displacement, so the best approach is to work toward a complete system throughout the Portland area.

- A number of practitioners noted that some of the biggest historical displacement has been due to major infrastructure projects (I-5), so the mobility policy should include protection of neighborhoods.
- A few expressed concerns that there are racist policies on which some engineering practices are based, creating substantial impacts to black and lower income communities, and a hypothesis that v/c and LOS have contributed to those impacts.
- Areas with a higher concentration of underserved populations will have a higher percentage of transportation disadvantaged – transit dependent and mobility challenged – so should receive priority for investments in alternative modes.
- Community colleges are a good resource for tracking where the populations are moving.
- On the other hand, a number of practitioners discussed challenges to investing in serving underserved populations:
 - Some areas have significant diversity, but it is dispersed, not concentrated. Nonetheless, they need the mode options.
 - The industrial areas employees are often from underserved populations. Transit doesn't serve these communities. They must rely on cars.
 - Investing in transportation for industry creates family-wage jobs for non-college educated.

3.7 MANAGING FOR PROJECT SUCCESS

All interviewees were asked what outcomes *would* and *would not* want to see as a result of this update to the policy.



POLICY MAKERS

Good Outcomes:

- This effort needs to provide a roadmap for the policy from the TSP to plan amendments to development review to capital projects
- Relevant today and tomorrow – planning for future – way people live and want to live
- Reduce trips people have to take and don't want to take - choices
- Support the economy
- Flexibility with clarity, that allows context but is easily understood and can be applied
- Leads to implementation with an eye for plan amendments and projects
- Something that is fully embraced by the Council and OTC
- Process in place for making decisions that we all agree on
- Identify the underserved areas and gaps and use that to provide better service and options for all
- Transportation improvements done through an equity lens
- Understandable to real people, not just transportation professionals
- A policy that doesn't just look at v/c, but looks at the goals of safety, equity, and capacity in order to give a better measurement of our strengths for all modes
- Something more flexible to meet goals

Concerns/Bad Outcomes:

- Something that works for the Portland area and the communities within but not for the State as a whole
 - “We can’t put walls around what happens in the metro area, we still need a functional state system through the metro area. Can’t be parochial.”
- Something that puts us at a disadvantage to winning dollars and meeting goals – it’s a planning tool, the current policy falls short
- Something that contributes to sprawl



COMMUNITY AND BUSINESS REPRESENTATIVES

Good Outcomes:

- A more equitable and culturally nuanced approach to measuring mobility
- Using a “less stick, more carrot” approach to reducing SOV use
- Taking a broader, more regional approach to the policy
 - Not applying a “one size fits all” approach across the region, understanding the different needs
- Using more than one measure for mobility
- Policy that measures both for mobility as well as accessibility (they are not the same, but go hand in hand)
- Reduction of congestion and traffic
- Identifying the shared goals of reducing conflicts between the modes
- A policy that is framed to address externalities, i.e. climate, public health, safety, displacement, etc.

Concerns/Bad Outcomes:

- A continuation of the same policy and measures, or keeping the status quo
- Taking an approach that tries to force people out of cars, rather than providing better options
- A rigid, “one size fits all” approach to areas and roads with different needs
- A measure that focuses too heavily on vehicle mobility
- Freeway expansion
- Prohibiting increased capacity



PRACTITIONERS

Good Outcomes:

- It will define and measure moving people and goods, not just vehicles.
- It will support our broader community goals.
- It will be measurable and clear, easy to understand and apply, and therefore is implemented.
- It will support, not de-incentivize, the 2040 plan, allowing for increased development in centers and corridors.
- It will advance equity, safety and address climate change.
- It supports freight reliability.

- A clear policy with targets and measures for the TSP and plan amendments, but also a roadmap on how to carry it through development review and capital projects.

Concerns/Bad Outcomes:

- It will just be a tweak of the existing system, because it's known and comfortable.
- It reduces freight mobility.
- We don't want a thick manual on how to apply the policy.

We don't want a thick manual on how to apply the policy.

3.8 PROJECT PROCESS AND FUTURE ENGAGEMENT

INTEREST IN FUTURE ENGAGEMENT

Interviewees were asked if they were **interested in participating in further engagement opportunities related to this effort to update the Regional Mobility Policy**. All interviewees expressed interest in further participation, with a few community and business representatives indicating tentative apprehension to further participation based on availability and level commitment, and/or suggesting that the perspective they were chosen to represent could be better represented through an alternative individual.

INDIVIDUALS AND/OR ORGANIZATIONS TO INCLUDE IN FUTURE ENGAGEMENT

Interviewees were asked to suggest additional individuals and/or organizations to include in future engagement. A full list of their responses is included in **Appendix B**.

MESSAGING AND PROJECT COMMUNICATION

Policy makers, practitioners, and business/community representatives were asked for their thoughts on how to adapt the messaging and communication for the project and Regional Mobility Policy.



POLICY MAKERS

Many policy makers felt there was need for a broader range of voices involved in the process. Additionally, some policy makers felt that the project would benefit from improving the messaging to explain what the policy is and why the update is happening in a way that is tailored to those without technical experience.



COMMUNITY AND BUSINESS REPRESENTATIVES

Many business and community representatives had suggestions for future messaging around the project. Of those that provided feedback on this topic, a significant number felt the factsheet language was too focused on the

technical details of the policy and felt it distracted from how the policy actually relates to the average person, regardless of background, community, or industry. Other comments included:

- Personalize and tell a story in the messaging, and tailor it to the audience
- Explain the purpose and goals of this project as it relates to the region, communities, and industries in a way that is high level and tangible – summarize
- Explaining in terms of the year 2040 can be hard to comprehend – express the urgency and actionable nature of the project and policy
- Make the values explicit
- Use examples of how it impacts transportation and land use decisions
- Express the urgency and relevancy of this update for the region
- Coordinate and engage affordable housing representatives, the major shipping industry, business associations, and chambers of commerce



PRACTITIONERS

While many transportation and land use practitioners focused mainly on how best to improve the mobility policy, a number had suggestions for future communication and engagement practices during the update process. One of the major suggestions came from **both small and large jurisdictions and requested the opportunity for jurisdictions to learn about each other's needs to better understand what would make the mobility policy work across the region.** Other comments included:

- Engage more people within the agencies that perform the technical work in applying the standards
- Reach out to and engage members of underserved and historically marginalized communities to better define an equitable transportation system
- Use and learn from similar efforts in other parts of the country, specifically in California
- Look to existing and relevant case studies, as well as perform case studies in order to test the different concepts being considered and build confidence that the resulting policy will be defensible and practical
- Look to Clackamas County's work developing an alternative mobility policy

SUGGESTED INFORMATIONAL TOOLS

Interviewees were asked to supply any additional documents or tools that could help inform this effort. Documents are included in **Appendix C.**

4.0 Key Challenges to Address in the Update Process

As discussed in previous sections, there is unquestionable support for developing a policy that takes into account a broader definition of mobility than just motor vehicle capacity and v/c. There is also broad commitment to the

region's hallmark land use, climate and social equity goals and values. However, as is also evident in the previous sections, there are a number of challenges to address in order to develop a policy that balances these objectives and that is broadly accepted and used. Key among those challenges are the following:

- Stakeholders urge Metro and ODOT to adopt a mobility policy that will be **practical – simple, applicable and legally defensible**.
 - Stakeholders stressed that the policy needs to remain simple enough to ensure it will actually be broadly adopted and applied. Most interviewees supported a narrow set of measures that would account for transit and active transportation, as well as motor vehicles. However, the set of their suggested measures varied significantly from stakeholder to stakeholder, especially for vehicle capacity.
 - In addition to being simple, stakeholders stressed that the new policy needs to be legally defensible at each stage of its application – TSP, plan amendment, development review, and design of capital projects.
 - Stakeholders, especially practitioners and policy makers, will want tangible evidence that the policy works and can be applied by agencies with diverse needs, and with a range of resources and abilities. *To accomplish the practicality and legal defensibility, stakeholders would like measures that are tested and proven – such as through case studies that illustrate how the policy works in different areas of the Portland region – and that rely on data that is readily available now or will be before the policy is implemented.*
- The process for updating the mobility policy needs to explore how to provide **flexibility based on area and/or road type**, while maintaining and supporting the region's goals and values for a well-connected, integrated, multimodal system. While nearly all stakeholders recognized a need for flexibility, very few expressed confidence about how best to do so. Most stakeholders will approach this challenge with an open mind, but will want evidence that any variations are justified. For areas and roads that are in earlier stages of development, most stakeholders will want the update process to *explore the concept of allowing flexible targets while also ensuring the application of lower targets does not remain stagnant, and that if lower targets are applied it does not imply that an area or road will not have to meet higher targets in the future in order to maintain the goals and values of the region.*
- Many of the **community and business stakeholders found the purpose and nature of the policy confusing**. While the information in the factsheet helped to some degree, it was only after providing more tangible examples of how the policy is used and how it affects them that they were able to have a meaningful discussion about the policy. Additionally, many community and business stakeholders came to the interview with the impression that they would need to have technical knowledge in order to meaningfully participate. In future communications during the mobility policy update process, information about the policy and process needs to be developed in a way that is easily understood by those being engaged, and highlights the value-based nature of discussion. *Tailor communications to the stakeholders using real world examples of how the mobility policy is used and how it affects them, their industry, their interests, and/or the community they represent.*
- Stakeholders were very supportive of updating the mobility policy in a way that **promotes an equitable transportation system**, however, there were varying opinions on how to define equity as it relates to transportation, as well as how to make transportation investments in order to achieve an equitable transportation system. Despite the differing viewpoints, stakeholders across the board suggested that the

Attachment 1 to Staff Report to Metro Resolution No. 19-5048

mobility policy should be updated using an equity lens. They stressed that Metro and ODOT should first *reach out to underserved and historically marginalized communities to more clearly understand how they would define an equitable transportation system and to understand how the policy could best help achieve that*. Many suggested not only reaching out to the representatives of advocacy organizations, but also to members of those communities that daily rely on and struggle with all aspects of the existing system.

Appendix A: List of Stakeholders Interviewed

Policy Makers	
Name	Affiliation
Council President Lynn Peterson	Metro Council
Chair Bob Van Brocklin	Oregon Transportation Commission
Vice-Chair Robin McArthur	Land Conservation and Development Commission
Commissioner Jessica Vega Peterson	Multnomah County
Commissioner Paul Savas	Clackamas County
Commissioner Roy Rogers	Washington County
Doug Kelsey	TriMet
Jerri Bohard	ODOT
Margi Bradway	Metro

Transportation and Land Use Practitioners	
Name	Affiliation
Bill Holstrom	DLCD
Matt Crall	
Jennifer Donnelly	
Chris Deffebach	Washington County
Tom Harry	
Jinde Zhu	
Stacy Shetler	
Karen Buehrig	Clackamas County
Joe Marek	
Richard Nys	
Joanna Valencia	Multnomah County
Jessica Berry	
Eric Hesse	City of Portland
Eric Engstrom	
Peter Hurley	
Bob Kellett	
Laura Terway	Oregon City
Dayna Webb	
Phil Healy	Portland of Portland
Tom Bouillion	
Avi Tayar	ODOT Region 1
Chi Mai	
Rachael Tupica	Federal Highway Administration
Nathaniel Price	
Nick Fortey	
Linda Swann	
Carl Springer	DKS Associates
Matt Hughart	Kittelson and Associates
Frank Angelo	Angelo Planning
Darci Rudzinski	

Transportation and Land Use Practitioners	
Kirsten Pennington	WSP
Christe White	Radler White Parks & Alexander. LLP

Community and Business Representatives	
Name	Affiliation
Commissioner Pam Treece	Westside Economic Alliance
Corky Collier	Columbia Corridor Association
Jarvez Hall	East Metro Economic Alliance
Ady Everette	Business for Better Portland
Heather A. Hoell	Venture Portland
Rob Freeman	Fred Meyer Distribution
Lanny Gower	Con-Way Freight, Inc.
Jana Jarvis	Oregon Trucking Association
Waylon Buchan	
Tyler Lawrence	Green Transfer
Willy Myers	Columbia Pacific Building Trades Council
Jillian Detweiler	Street Trust
Mariana Valenzuela	Centro Cultural
Hannah Holloway	Urban League of Portland
Jeff Pazdalski	Westside Transportation Alliance
Glenn Koehrsen	TPAC Community Representative
Elaine Freisen-Strang	AARP
Bandana Shrestha	
Julie Wilke	Ride Connection
Bob Sallinger	Audubon Society
Ted Labbe	Urban Greenspaces Institute
Chris Rall	Transportation for America
Kelly Rodgers	Street Smart

Appendix B: Suggested Engagement

AAA Oregon	No More Freeways PDX
American Aging Association	Operation Engineers Local 701
APANO	Oregon Environmental Council
Central Eastside Industrial Council	Oregon Latino Health Coalition
City Observatory	Oregon Trails Coalition
Community Cycling Center	Own Consulting
Community Vision Inc.	Physicians for Social Responsibility
Disability Rights Oregon	Portland African American Leadership Forum
Disability Services Advisory Council	Portland Business Association
East Metro Economic Alliance	Portland Community Reinvestment Initiatives Inc.
East Portland Land Use and Transportation Committee	Portland Freight Committee
Franz Bakery Distribution	Portland Housing Advisory Commission
Friends of Trees	Portland Planning Commission
Getting There Together Coalition	Portland Public Schools
Habitat for Humanity	Portland Public Schools Parent Teacher Associations
Hacienda CDC	Renew Oregon
Intel	Ride Connection Board of Directors
Jade District	Rose CDC
Jarrett Walker and Associates	Self Enhancement Inc.
Laborers Local 737	Sightline Institute
Latino Health Coalition	Special Transportation Fund Advisory Committee
Metro Transportation Funding Task Force	Street Trust
Multnomah County Social Services	Verde
Nike Shuttle Staff	

Appendix C: Suggested Informational Tools

[Transportation for American: Guiding Principles \(Updated September 2019\)](#)

[Metro Transportation Funding Taskforce \(various materials\)](#)

Ted Talks: A Day in the Life Series (how people move through the city)

[ODOT Transportation Systems and Operations Management Plan \(2017\)](#)

[Transportation Research Board \(relevant studies and documents\)](#)

Washington County travel time information (unreleased)

[San Francisco Transportation Demand Management Tool](#)

[Clackamas Regional Connections Study Task 4.1.2 Implementation Recommendations Memo](#)

Clackamas County Social Services Needs Assessment Survey 2019

[Clackamas Regional Center Connections Project Task 4.2 Transportation System Safety Performance Measures](#)



REGIONAL MOBILITY POLICY UPDATE

Scoping Engagement Report

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

November 2019



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Metro is the federally mandated metropolitan planning organization designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds.

Project web site: oregonmetro.gov/mobility

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Appendices

- A. Metro/ODOT Scoping Agreement
- B. Key Scoping Meetings Schedule
- C. TPAC/MTAC Workshop Table Notes (June 19, 2019)
- D. Community Leaders’ Forum Summary (August 2, 2019)
- E. Project Scoping Questionnaires Submitted (May to September 2019)
 - City of Portland staff
 - Port of Portland staff
 - City of Happy Valley staff
 - City of Oregon City staff
 - City of Tualatin staff
 - Washington County staff
 - Short Associates
 - Metro Research Center staff
 - City of Tigard staff
 - Clackamas County, Washington County and Multnomah County Public Health staff

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

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PURPOSE AND BACKGROUND

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

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

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

Background on the regional mobility policy update

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



Find out more about the regional mobility policy update at oregonmetro.gov/mobility.

With a half-million more people expected to live in the Portland area by 2040, it's vital to our future to have a variety of safe, equitable, affordable and reliable options for people to get where they need to go – whether they're driving, riding a bus or train, biking, walking or moving goods. Moreover, growing congestion in the Portland area is affecting the ability of businesses statewide and out of state to move goods through the region and to state and regional intermodal facilities and other destinations in the Portland area.

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

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

Built around key values of equity, climate, safety and congestion relief, the 2018 RTP recognizes that a growing and changing region needs an updated mobility policy for measuring performance of the transportation system and identifying the transportation needs of people and goods. There is a desire to provide a clear policy basis for management of and investment in the throughway and arterial system to better manage growing motor vehicle congestion in the region in order to maintain interstate and statewide mobility on the throughway system while providing for intra-regional mobility and access by transit, freight and other modes of travel on the arterial roadway system and other modal networks.

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

Expected project outcomes

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

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

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

OUTREACH TO SHAPE THE APPROACH AND DESIRED OUTCOMES

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

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

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

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

Appendix D contains the summary of comments and feedback received during the community leaders' forum held on August 2, 2019.¹

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

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

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

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

Feedback informing project outcomes

Overall

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

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

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

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

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

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

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

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

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

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

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

Specific recommendations or flagged concerns for other potential measures included:

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

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

Equity

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

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

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

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

Additional considerations and concerns raised included:

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

Development and housing production

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

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

Affordable travel options

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

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

Context-sensitive approach

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

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

Implementation

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

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

- Identify a menu of potential interventions and mitigations for transportation system plans, mobility corridor and plan amendments that exceed the acceptable thresholds for impacts to the multimodal transportation system.
- Provide guidance to jurisdictions on how to balance multiple policy objectives and document adequacy, i.e. consistency with the RTP and OHP, in both transportation system plans (TSPs) and plan amendments, when there are multiple measures and targets in place.
- Recommend considerations for future local, regional and state actions outside the scope of the project to implement the new policy and to reconcile differences between the new system plan and plan amendment measures and targets and those used in development review and project design.

Feedback informing project approach

General approach

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

Comments encouraged strong consideration of key issues:

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

Engagement strategies

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

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

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

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

Evaluation and prioritization of measures

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

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

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

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

Defining mobility

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

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

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

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

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

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

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

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

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

“Ability to move predictably and efficiently.”

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

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

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

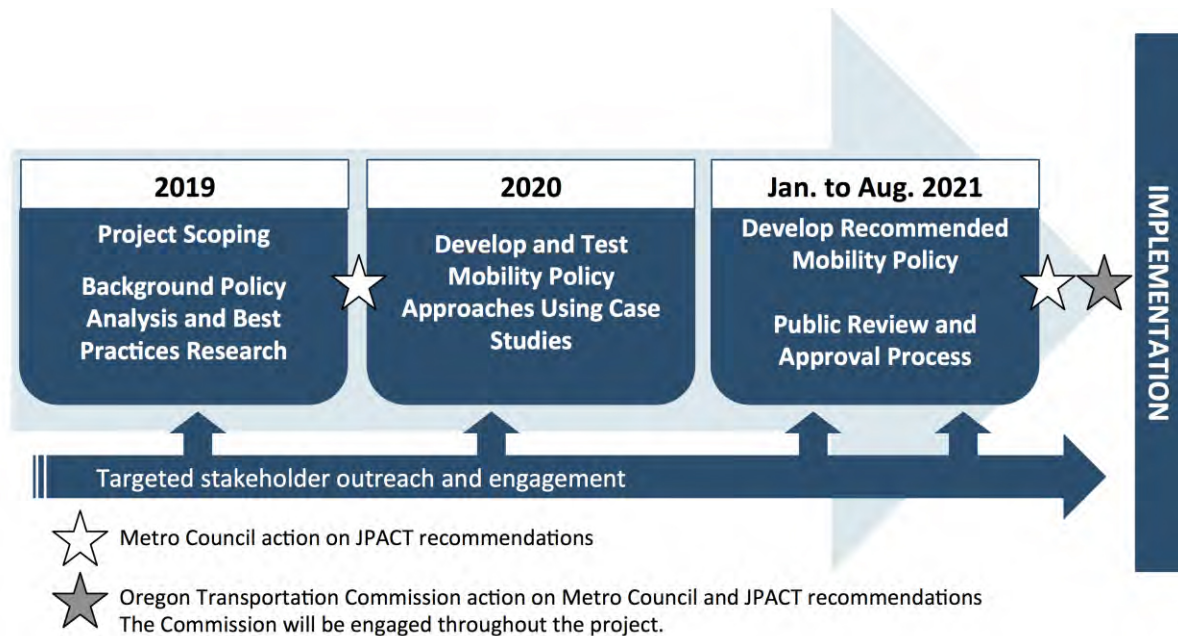
“Needs to be broadened beyond vehicle capacity to include transit, biking, walking, etc.”

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

NEXT STEPS

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

Anticipated timeline for updating mobility policy for Portland region



For more information, visit oregonmetro.gov/mobility.



Metro



Metro/ODOT Mobility Policy Update Scoping Agreement

April 18, 2019

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

Project Purpose

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

Project Objectives

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

- Clearly and transparently communicate mobility expectations and provide clear targets for local, regional and state decision-making
- Address all modes of transportation
- Address both people and goods movement
- Distinguish between throughway¹ and arterial performance
- Are financially realistic
- Reflect and are consistent with adopted state, regional and community policy objectives.²
- 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.

¹ The RTP Throughways generally correspond to Expressways designated in the Oregon Highway Plan.

² Including the Oregon Transportation Plan, state modal and topic plans including OHP Policy 1G (Major Improvements), Oregon Transportation Planning Rule, Metro 2040 Growth Concept, Metro Regional Transportation Plan, Metro Regional Transportation Functional Plan, and the Metro Congestion Management Process.

Approach

- **Phase 1 | Project Scoping | May to Dec. 2019** Metro and ODOT work together with assistance from a consultant to engage local, regional and state partners and stakeholders to develop a refined problem statement, glossary of terms, work plan and public engagement plan. Engagement activities in this phase will include stakeholder interviews³, TPAC workshop(s), a Community Leader's Forum, Metro Council briefings and local elected official briefings through JPACT and City of Portland and County Coordinating Committees.
- **Phase 2 | Project Implementation | Jan. 2020 to June 2021** Metro and ODOT work together with assistance from a consultant to engage local, regional and state partners and stakeholders to develop the alternative mobility policy, measures, targets, and methods for consideration by JPACT, Metro Council, and the Oregon Transportation Commission.
- Work will be performed by Metro and ODOT (Region 1 and TDD) staff with targeted consultant support.
- ODOT and Metro roles and responsibilities and decision-making protocols will be set forth in a Memorandum of Understanding (MOU) or Intergovernmental Agreement (IGA).
- The project will rely on existing regional technical and policy advisory committees and decision-making processes that is supplemented with briefings to the Metro Council, OTC and targeted outreach to coordinating committees, business and freight associations, transportation, environmental justice and environmental advocacy groups and historically marginalized communities. The role of the Region 1 ACT needs to be clarified.
- The project will follow the process set forth in OHP Policy 1F3 and associated Operational Notice PB-02. That means the project will set forth a Portland area-specific process(es) and documentation requirements and identify measures and targets for identifying needs and for demonstrating the adequacy of regional and local actions and projects in transportation system plans, and of mitigation measures for plan amendments during development review.
- Proposed measures and targets will generally be taken from existing measures and past research efforts, including the RTP, Climate Smart Strategy, ODOT Key Performance Measures, Federal performance measures and targets, Washington County TGM project on performance measures, and the ODOT Region 1 Highway Performance Project and Traffic Performance Report. A targeted review of best practices from California, Washington, Florida and other states and MPOs will be conducted.
- Measures to explore may include motor vehicle, freight and transit travel time and reliability, active transportation network completeness, street connectivity, transit coverage and frequency, mode share, accessibility, trip length, vehicle miles traveled, and mobility corridor person and goods movement capacity and throughput.
- Measures, targets, and methods may vary in how they apply system-wide, to multimodal mobility corridors, to throughways, to arterials, and to plan amendments, but will not result in 24 mobility corridor-specific measures or targets.
- The project will apply the proposed measures and targets to selected mobility corridors at the mobility corridor and development review scale through case studies. The case studies will involve a technical assessment to determine the feasibility and adequacy of the proposed measures and targets. Following the case studies, the project will define an updated alternative mobility policy for the Portland region, including measures and targets for use in the 2023 RTP update.

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

REGIONAL MOBILITY POLICY UPDATE
KEY SCOPING MEETINGS | APRIL TO DECEMBER 2019



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

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

REGIONAL MOBILITY POLICY UPDATE
KEY SCOPING MEETINGS | APRIL TO DECEMBER 2019



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

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

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

Recorder: Frankie Lewington

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

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

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

- Not discussed.

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

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

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

4. Did we miss anything in the project objectives?

- Not discussed.

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

- Not discussed.

6. Anything else you want to tell us?

- Not discussed.

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

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

Recorder: Kim Ellis

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

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

How do we know it is equitable?

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

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

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

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

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

4. Did we miss anything in the project objectives?

- Not discussed.

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

- Not discussed.

6. Anything else you want to tell us?

- Not discussed.

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

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

Recorder: Lake McTighe

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

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

How do we know it is equitable?

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

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

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

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

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

4. Did we miss anything in the project objectives?

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

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

- Not discussed.

6. Anything else you want to tell us?

- Not discussed.

6/19/19 TPAC/MTAC workshop

Regional mobility policy table notes

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

Recorder: John Mermin

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

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

How do we know it is equitable?

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

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

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

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

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

4. Did we miss anything in the project objectives?

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

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

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

6. Anything else you want to tell us?

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

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

- Gerald Mildner, Commercial/Industrial interest (MTAC)
- 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)

Community leaders' technical briefing and discussion

Friday, Aug. 2, 2019

Meeting summary**Metro**

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

Attendees

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

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

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

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

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

Small group discussions:

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

Community leaders' technical briefing and discussion

Friday, Aug. 2, 2019

Meeting summary



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

Discussion 2: Emergency Transportation Routes

Presentation and large group discussion

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

Community leaders' technical briefing and discussion

Friday, Aug. 2, 2019

Meeting summary



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

Small group discussions:

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

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

Discussion 3: Regional Mobility Policy Update –presentation

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

Community leaders' technical briefing and discussion

Friday, Aug. 2, 2019

Meeting summary



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

Small group discussions:

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

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

Regional Mobility Policy Update | Project Scoping Questions | Spring 2019

Name: Bob Kellett

Affiliation: PBOT

Date: 5/10/2019

Understanding current approaches

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

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

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

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

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

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

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

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

Thinking about potential alternative approaches

• How should the region define mobility?

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

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

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

Managing for project success

• How will we know if this project is successful?

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

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

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

• Did we miss anything in the draft project objectives?

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

Informing the project engagement approach

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

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

• Who else should we be talking to?

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

Additional thoughts about the project

• Is there anything else you want to tell us?

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



Regional Mobility Policy Update | Project Scoping Questions | Spring 2019

Name: Phil Healy Affiliation: Port of Portland

Date: 5/10/19

Background

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

Understanding current approaches

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

Thinking about potential alternative approaches

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

Managing for project success

- How will we know if this project is successful?
If you can develop policies and standards that meet your project objectives.
- What is the most important thing for this project to get right?
Achieve transportation facility concurrency as appropriate for facility/land use type and mode.

- Did we miss anything in the draft project objectives?

Informing the project engagement approach

- How do you want to be engaged in this project?
Would like to see what happens with MAP-21 and FAST Act regulations for the throughway system.

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

Additional thoughts about the project

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



Metro



Regional Mobility Policy Update | Project Scoping Questions | Spring 2019

Name: Michael D. Walter, AICP

Affiliation: City of Happy Valley

Date: 05/10/19

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?

Regional mobility targets are applied to facilities in traffic analyses to determine if intersection operations are acceptable or if mitigations are needed to improve operations.

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

Regional mobility targets are focused on motor vehicle operations only and do not reflect multi-modal transportation/transit system performance or "people trips"; mobility targets are often exceeded in future operation analyses and potential mitigations are not feasible due to funding, community goals and environmental constraints; and, non-motor vehicle solutions should be considered and measure to determine system benefits.

Thinking about potential alternative approaches

- How should the region define mobility?

Length of time for each mode of multi-modal trips.

Managing for project success

- How will we know if this project is successful?

If regional mobility improves at all.

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

Realistic funding mechanisms that will increase mobility.

- Did we miss anything in the draft project objectives?
Doesn't appear so.

Informing the project engagement approach

- How do you want to be engaged in this project?
E-mails/updates.

- Who else should we be talking to?
I think Metro is keenly aware of the target audience.

Additional thoughts about the project

- Is there anything else you want to tell us?
Strive to create mobility policies that are achievable.

Subject: Regional Mobility Policy Update Comments
Date: Monday, May 13, 2019 at 9:01:35 AM Pacific Daylight Time
From: Dayna Webb
To: Kim Ellis, Lidwien Rahman (Lidwien.RAHMAN@odot.state.or.us)

Ladies-

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

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

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

Thanks,
Dayna



Dayna Webb, P.E.
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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).

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Regional Mobility Policy Update | Project Scoping Questions | Spring 2019

Name: Garet Prior

Affiliation: City of Tualatin

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?

Adopted into Tualatin's TSP.

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

Current measures, standards, and targets may project to meet regional mobility policy objectives, but reality is not being achieved. Transportation investment provides incremental change to a larger system driven by a range of factors (land use, economics, technology, culture, consumer choice, etc.).

Thinking about potential alternative approaches

- How should the region define mobility?

All modes of transportation. Context sensitive for transportation types (highway, arterial, local, etc.) and land use types (city center, neighborhoods, employment, etc.). Within the land use and transportation types, sensitivity to community size (e.g. Beaverton compared to Sherwood) should be considered. Inclusive approach that directs investment and collaboratively engages with historically disadvantaged communities to achieve equity.

Managing for project success

- How will we know if this project is successful?

We will achieve short- and long-term policy objectives in reality. Policies, targets, standards, and measures will be clearly communicated, understood, and monitored. In addition to TSP requirements, Metro will provide incentives and support for localities to monitor and achieve mobility policies, targets, measures, and standards.

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

Selecting the best targets and measures that move our investment in transportation, housing, and other areas to create the reality we want to see.

- Did we miss anything in the draft project objectives?
Identify the problems that keep us from achieving policy objectives.

Informing the project engagement approach

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

Staff contact for the City of Tualatin.

- Who else should we be talking to?

Tualatin Chamber of Commerce, as a long-standing supporter of transportation mobility. Parents, as a new parent I find it almost impossible to complete daily tasks in a non-SOV. Large employers and DEQ officials about their transportation demand management programs and commuter data.

Additional thoughts about the project

- Is there anything else you want to tell us?

As a member of the Richmond Regional TPO (Virginia), I provided feedback on the creation of HB2/Smart Scale performance measures.

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

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Regional Mobility Policy Update | Project Scoping Questions | Spring 2019

Name: Bob Short

Affiliation: Short Associates

Date: 6/6/2019

Understanding current approaches

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

I have no idea.

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

Infrastructure hasn't kept up with population.

Thinking about potential alternative approaches

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

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

Managing for project success

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

Traffic won't get any worse.

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

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

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

Probably.

Informing the project engagement approach

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

I don't, particularly.

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

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

Additional thoughts about the project

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

No.



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Mobility Policy Update | MPO and Research Center Project Scoping Questions | July 2019

Name: Joe Broach

Date: 7/25/2019

Background

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

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

Defining mobility

What does the term "mobility" mean to you?

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

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

How do we know if it is equitable?

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

Understanding current approaches

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

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

Thinking about potential alternative approaches

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

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

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

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

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

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

Managing for project success

How will we know if this project is successful?

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

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

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

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

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

Not like: different measures for different modes,

Did we miss anything in the draft project objectives?

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

Informing the project engagement approach

How do you want to be engaged in this project?

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

Who else should we be talking to?

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

Additional thoughts about the project

Is there anything else you want to tell us?

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

How your responses will be used

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

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Mobility Policy Update | Project Scoping Questions | Summer 2019

Name: City of Tigard

Date: 08/20/2019

Background

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

Defining mobility

What does the term “mobility” mean to you?

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

How do we know if it is equitable?

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

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

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

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

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

Understanding current approaches

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

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

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

Thinking about potential alternative approaches

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

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

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

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

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

Managing for project success

How will we know if this project is successful?

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

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

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

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

Nothing else to note.

Did we miss anything in the draft project objectives?

Objectives seem well thought out.

Informing the project engagement approach

How do you want to be engaged in this project?

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

Who else should we be talking to?

Developers, community groups, transportation advocacy groups.

Additional thoughts about the project

Is there anything else you want to tell us?

No.

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

How your responses will be used

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



Metro



Mobility Policy Update | Project Scoping Questions | Summer 2019

Name: Abe Moland, Clackamas County Public Health, Kathleen Johnson, Washington County Public Health, Brendon Haggerty and Andrea Hamberg, Multnomah Environmental Health
Date: September 10th, 2019

Background

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

Defining mobility

What does the term “mobility” mean to you?

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

How do we know if it is equitable?

Mobility is equitable when strategies used:

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

Understanding current approaches

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

The current mobility policy:

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

Thinking about potential alternative approaches

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

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

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

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

Managing for project success

How will we know if this project is successful?

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

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

Community engagement and cross-sector involvement.

Consistency with Metro's climate and equity goals

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

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

Did we miss anything in the draft project objectives?

Informing the project engagement approach

How do you want to be engaged in this project?

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

Who else should we be talking to?

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

Additional thoughts about the project

Is there anything else you want to tell us?

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

How your responses will be used

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

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

So, hello. We're Metro – nice to meet you.

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