

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE FY) RESOLUTION NO. 20-5062
2019-20 UNIFIED PLANNING WORK)
PROGRAM (UPWP) TO ADD FUNDING FOR) Introduced by Acting Chief Operating Officer
THE REGIONAL MOBILITY POLICY UPDATE) Andrew Scott in concurrence with Council
) President Lynn Peterson
)

WHEREAS, the Unified Planning Work Program (UPWP) describes all federally-funded transportation planning activities for the Portland-Vancouver metropolitan area to be conducted in FY 2019-20 ; and

WHEREAS, the FY 2019-20 UPWP indicates federal funding sources for transportation planning activities carried out by Metro, Southwest Washington Regional Transportation Council, TriMet, Oregon Department of Transportation (ODOT) and other local jurisdictions; and

WHEREAS, approval of the budget elements of the FY 2019-20 UPWP is required to receive federal transportation planning funds; 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 Regional Transportation Plan (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, Metro included a Regional Mobility Policy Update project in the FY 2019-20 UPWP with an expected budget of \$558,718, and

WHEREAS, the first phase of the Regional Mobility Policy update included a formal scoping period, from April to December 2019, 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, on November 21, 2019, the Joint Policy Advisory Committee on Transportation (JPACT) approved and recommended Metro Council approval of the Work Plan and the Stakeholder and Public Engagement Plan for the Regional Mobility Policy Update; and


WHEREAS, on December 5, 2019 the Metro Council approved the Work Plan and the Stakeholder and Public Engagement Plan for the Regional Mobility Policy Update, directing staff to move forward with the to move forward with the next phase of the project and to finalize the project agreement between Metro and the Oregon Department of Transportation (ODOT); and


WHEREAS, this amendment updates the project description, objectives and deliverables to reflect the work plan and engagement plan approved by JPACT and the Metro Council as well as an additional \$560,000 that is anticipated to be available for consultant services; and

WHEREAS, all federally-funded transportation planning projects for the Portland-Vancouver metropolitan area must be included in the FY 2019-20 UPWP; now therefore,

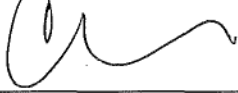
BE IT RESOLVED that the Metro Council hereby amends the FY 2019-20 UPWP to revise the Regional Mobility Policy Update project as shown in the attached Exhibit A.

ADOPTED by the Metro Council this 25th day of February, 2020


Lynn Peterson, Council President



Approved as to Form:


Carrie MacLaren, Metro Attorney

Regional Mobility Policy Update

Staff Contact: Kim Ellis, kim.ellis@oregonmetro.gov

Description

In 2018, Metro completed an update to the regional transportation plan. [In early 2019, Metro and the Oregon Department of Transportation \(ODOT\) began 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 comprehensive plan amendment process in the Portland region. The current “interim” 20-year old mobility policy is contained in both the 2018 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 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 in the 2018 RTP and OHP for the Portland region. The 2018 RTP failed to demonstrate consistency with Policy 1F of the OHP for state-owned facilities, particularly for the region’s throughway system. Congestion and its impacts on mobility and the region’s economic prosperity and quality of life are a top public concern. The update identified current traffic congestion on many of the region’s throughways and arterials, and predicts that many of these facilities are unlikely to meet adopted interim regional mobility policy targets in the future, including I-5, I-205, I-84, OR 217 and US 26. Moreover, growing congestion on Portland area throughways is impacting economic competitiveness for the region and entire state and is of regional and statewide concern.](#)

Recognizing a number of limitations with the current adopted mobility policy, ODOT and Metro prioritized moving forward with a focused look at the [Interim Regional Mobility Policy adopted in the RTP and the Oregon Highway Plan \(OHP\) Policy 1F3 \(Highway Mobility Policy\)](#) in advance of the next update to the RTP (due in 2023).

The purpose of this effort is to update the interim mobility policy framework for the Portland metropolitan area in the RTP and OHP Policy 1F, including development of alternative mobility measures and targets. The updated policy framework will define clear mobility expectations and a decision-making framework that will guide the development of and updates to regional and local transportation system plans and the evaluation of plan amendments subject to the Transportation Planning Rule (TPR) -0060 during development review. The updated framework will also guide future monitoring and reporting in support of the region’s congestion management process and MAP-21/FAST Act performance-based planning.

The project [is expected to result in will recommend](#) amendments to the RTP and regional functional plans and [Policy 1F of the OHP Policy 1F3](#) for consideration by JPACT, the Metro Council and the Oregon Transportation Commission prior to initiating the 2023 RTP update.

Additional background information on this project can be found in Chapter 8 (Section 8.2.3.1) of the 2018 RTP [and the work plan and engagement plan approved by JPACT and the Metro Council in Fall 2019.](#)

Overall Objectives

- Metro Council and Oregon Transportation Commission consider approval of the updated mobility policy framework prior to initiating the 2023 RTP update.
- 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.
- Support implementation of the region's Climate Smart Strategy, the Statewide Transportation Strategy for Reducing Greenhouse Gas Emissions and related policies.
- 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.
- ~~Develop~~ Develop ~~an~~ a holistic alternative mobility policy and associated measures, targets and methods for the Portland metropolitan region that focuses on system completeness for all modes and system and demand management activities to serve planned land uses, define mobility expectations for multiple modes users, and time periods, and that- The updated policy will:
 - Clearly and transparently communicate mobility expectations for multiple modes, users and time periods, and provide clear targets for local, regional and state decision-making.
 - Provide mobility equitably and help eliminate disparities historically marginalized communities² face in meeting their travel needs.
 - Addresses all modes of transportation in the context of planned land uses.
 - Address the diverse mobility needs of ~~and~~ both people and goods movement.
 - Use transportation system and demand management to support meeting mobility needs.
 - Help decision-makers make decisions that advance multiple policy objectives.
 - Distinguish between throughway and arterial performance and take into account both state and regional functional classifications for all modes and planned land uses.
 - ~~Are~~ Be financially realistic/achievable.
 - ~~Balance~~ Balance mobility objectives. Reflect and are consistent 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
 - ~~Build~~ Be broadly understood and local government buy-in and supported by federal, state, regional and local governments, key stakeholders and decision-makers, including JPACT, the Metro Council and the Oregon Transportation Commission for the updated policy and implementation.
 - ~~Address growing motor vehicle congestion in the region and its impacts on transit, freight and other modes of travel.~~ Recognize that mobility into and through the

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.

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.

- Be legally defensible for implementing jurisdictions.
 - Are Be innovative and advance the state of the art practices related to measuring multimodal mobility beyond the current motor vehicle v/c-based measures and targets.
 - Consider Evaluate system completeness and facility performance for all modes to serve planned land uses in the alternative mobility policy, as well as financial, environmental, greenhouse gas and community impacts of the policy, including impacts of the policy on traditionally underserved communities and public health.
 - Are Be applicable and useful at the system plan, mobility corridor, and plan amendment (development review) scales.
- Ground policy development and implementation in community, regional and state goals for land use and transportation, public values and mobility expectations, sound technical analysis and input from partners, stakeholders and the public.
 - Communicate complete, accurate, understandable, and timely information to partners and stakeholders throughout the project.
 - Ensure an inclusive engagement approach that provides meaningful opportunities for input from policymakers, community and business leaders and organizations, local jurisdictions, transit and Port districts, key stakeholders and the public to provide input and demonstrate how input influenced the process prior to key milestones.
 - Increase collaboration and coordination among state, regional and local partners.
 - Ensure compliance with all public participation requirements and consistency with state requirements and plans, including relevant statewide planning goals, the State Agency Coordination Program (OAR 731-015-0055) and the OHP Policy 1F3 and associated Operational Notice PB-02.

Previous Work (through June 2019)

- Adoption of the Oregon Highway Plan in 1999.
- Adoption of the Interim Regional Mobility Policy for the region in the 2000 RTP.
- Ongoing implementation of the region's CMP since adoption of the 2000 RTP.
- Adoption of the Interim Regional Mobility Policy in Table 7 and Policy 1F3 in the OHP in 2002.
- Adoption of the Oregon Transportation Plan (OTP) in 2006, the policy document that frames and organizes all of the state's modal plans for transportation.
- Adoption of the "Regional Mobility Corridors Concept" and "System Completion" policy frameworks in the 2010 RTP as tools for diagnosing and monitoring mobility needs in 24 subareas that contain the region's multimodal travel corridors – an integrated multimodal transportation system of throughways, arterials, transit routes, freight routes and regional active transportation routes, including regional trails, that serve planned land uses identified in the 2040 Growth Concept and Regional Framework Plan.
- Publication of the Regional Mobility Corridor Atlas in 2010 and 2015 to identify gaps and deficiencies for all modes of travel within each regional mobility corridor.
- Updates to the Oregon Transportation Planning Rule (TPR) and Oregon Highway Plan (OHP) in 2011.
- Publication of the ODOT Region 1 Corridor Bottleneck Operations Study (CBOS) in 2013 to identify bottleneck locations on the region's throughway system and potential solutions.

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- Publication of the ODOT Region 1 Active Traffic Management (ATM) Atlas in 2016.
 - Publication of ODOT Region 1 Portland Transportation Performance Report in 2016 and 2018, documenting growing congestion and crash rates on the region's throughways and impacts on system reliability.
 - Publication of Regional Transportation Snapshots in 2016 and 2017, documenting changes in travel behavior and overall transportation system performance for all modes of travel.
 - Collaboration with ODOT, TriMet and SMART to meet federal performance-based planning requirements in 2017 and 2018.
 - Adoption of the Regional Transportation Safety Strategy, the Regional Freight Strategy and the Regional Transit Strategy in 2018.
 - Adoption of the 2018 Regional Transportation Plan, including near-term safety and congestion-related performance monitoring targets as required by MAP-21/FAST Act and long-term performance targets related to safety, congestion, system completion, mode share, vehicle miles traveled and vehicle emissions. The RTP also identifies the need to update the Interim Regional Mobility Policy prior to the next scheduled RTP update (due in 2023).
 - Project agreement between Metro and ODOT.

Methodology

This effort will be completed in two broad phases:

- **Phase 1 | Project Scoping | ~~May-April~~ to ~~September-December~~ 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 to be for considered for adoption by JPACT and the Metro Council. Engagement activities in this phase will include stakeholder interviews, 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 | ~~October 2019~~January 2020 to ~~June-Fall~~ 2021** Metro and ODOT work together with assistance from a ~~contractor~~consultant, to engage local, regional and state partners and stakeholders to develop the alternative regional mobility policy, measures, targets, and methods for consideration by JPACT, Metro Council and the Oregon Transportation Commission.

The project will rely on existing regional technical and policy advisory committees and decision-making processes that is supplemented with briefings to the OTC and targeted outreach to coordinating committees, business and freight associations, transportation, environmental justice and environmental advocacy groups and historically marginalized communities.

The project will produce two major policy amendments to the RTP and Policy 1F3 in the OHP:

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

Together, the new policy frameworks will guide transportation system planning as part of future RTP and local TSP updates in support of the region's ongoing congestion management process. The policy frameworks will also be applied to the evaluation of transportation impacts of plan amendments during development review, and will provide guidance for operational decisions.

The project will follow the process set forth in OHP Policy 1F3 and associated Operational Notice PB-02 and must include findings to demonstrate compliance. That means the project will set forth a Portland area-specific process(es) and documentation requirements and identify measures and targets for identifying needs and for demonstrating the adequacy of regional and local actions and projects in transportation system plans, and of mitigation measures for plan amendments during development review.

Proposed measures and targets will generally be taken from existing measures and past research efforts, including the RTP, Climate Smart Strategy, ODOT Key Performance Measures, Federal performance measures and targets, Washington County TGM project on performance measures and standards, and the ODOT Region 1 Highway Performance Project and Traffic Performance Report. A targeted review of best practices from California, Washington, Florida, and other states and MPOs will be conducted.

Measures to explore may include motor vehicle, freight and transit travel time and reliability, active transportation network completeness, street connectivity, transit coverage and frequency, mode share, accessibility [to jobs, services and travel options](#), 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, [methods](#) 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.

In addition to becoming a part of the 2023 RTP, this effort will be coordinated with and supportive of other state and regional initiatives, including the ODOT Value Pricing Project, 2020 Transportation System Management and Operations (TSMO) Strategy, Regional Congestion Pricing Technical Analysis, Enhanced Transit Corridors implementation, the Jurisdictional Transfer Assessment Project and ongoing implementation of the region's congestion management process.

This work is anticipated to continue in FY 20-21, concluding in [June-Fall](#) 2021 prior to initiating the 2023 RTP update. [More detail about the project methodology is provided in the work plan and engagement plan approved by JPACT and the Metro Council in Fall 2019.](#)

FY 2019-20 Unified Planning Work Program

Major Project Deliverables/ Milestones	
1 st Quarter	<ul style="list-style-type: none"> • <u>Scoping engagement activities, including Community Leaders' Forum</u> • Work plan and public engagement plan with a refined problem statement, project approach and glossary of terms • Contractor scope(s) of work • Background report(s) including existing regional and state mobility policy framework and performance measures, and related studies and plans by ODOT Region 1, Washington County, and others. • <u>Scoping public engagement report</u>
2 nd Quarter	<ul style="list-style-type: none"> • <u>Stakeholder Interviews Report</u> • <u>Scoping Engagement Report</u> • <u>Work plan and public engagement plan approved by JPACT and the Metro Council</u> • <u>Metro/ODOT Intergovernmental Agreement Guiding principles for updating regional mobility policy framework</u>
3 rd Quarter	<ul style="list-style-type: none"> • <u>Consultant procurement</u> • <u>Final consultant scope of work</u> • <u>Background report(s) and factsheets</u> Policy framework elements defined (e.g., desired performance targets, evaluation measures and methods)
4 th Quarter	<ul style="list-style-type: none"> • <u>Policy framework elements defined (e.g., desired performance targets, evaluation measures and methods)</u> • Direction for case studies • Public engagement report
Ongoing	<ul style="list-style-type: none"> • Quarterly reports • Maintain project website

Project Leads

- Metro and the Oregon Department of Transportation

Project Partners

- Oregon Transportation Commission
- Metro Council
- Joint Policy Advisory Committee on Transportation
- Transportation Policy Alternatives Committee
- Oregon Department of Land Conservation and Development
- Cities and Counties
- Ports of Portland and Vancouver
- TriMet, SMART, C-TRAN and other transit providers in the region
- SW Washington Regional Transportation Council
- Bi-State Coordination Committee
- Federal Highway Administration
- Federal Transit Administration
- Business associations, community-based organizations, transportation and environmental advocacy groups

FY 2019-20 Unified Planning Work Program

FY 2019-20 Cost and Funding Sources

Requirements:

Personal Services \$ 354,894
 Interfund transfers \$ 190,223
 Materials & Services \$ ~~12,600~~573,600

Resources:

STBG \$ 501,337
 Metro \$ 57,380
ODOT SPR \$ 250,000
Other anticipated
funds \$ 310,000

TOTAL \$ ~~1,118,717~~558,718

TOTAL \$ ~~1,118,717~~558,718

Full Time Equivalent Staffing:

Regular Full Time FTE: 2.6

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 20-5062 FOR THE PURPOSE OF
AMENDING THE FY 2019-20 UNIFIED PLANNING WORK PROGRAM (UPWP) TO
ADD FUNDING FOR THE REGIONAL MOBILITY POLICY UPDATE

Date: December 17, 2019
Department: Planning
Meeting Date: February 25, 2019

Prepared by: John Mermin, 503.797.1747,
john.mermin@oregonmetro.gov

ISSUE STATEMENT

The Unified Planning Work Program (UPWP) is developed annually and documents metropolitan transportation planning activities performed with federal transportation funds. The UPWP is a living document, and may be amended periodically over the course of the year to reflect changes in project scope or budget.

This legislation amends the project description and objectives to reflect the work plan and the stakeholder engagement plan approved by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council in fall 2019 and increases the amount of funds anticipated to be available for consultant services.

ACTION REQUESTED

Approval of the requested amendment to the 2019-20 UPWP.

IDENTIFIED POLICY OUTCOMES

The near-term investment strategy contained in the 2018 Regional Transportation Plan (RTP) focuses on key priorities for the purpose of identifying transportation needs, including projects and the planning activities contained in the UPWP. These investment priorities include a specific focus on four key outcomes:

- Equity
- Safety
- Managing Congestion
- Climate

The planning activity proposed to be amended in the 2019-20 UPWP is consistent with 2018 RTP policies and will help the region achieve each of these 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.

STAFF RECOMMENDATIONS

Approve Resolution No. 20-5062 and amend the FY 2019-20 UPWP.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

When the mobility policy update was defined and adopted unanimously in Chapter 8 of the 2018 RTP, the 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 was reflected in the draft project objectives and proposed approach prepared by Metro and ODOT staff for further stakeholder review as part of the project's scoping phase.

From April to November 2019, Metro and ODOT worked closely together and with local, regional and state partners to scope the project, seeking feedback on the project objectives and proposed approach. 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 final work plan and the stakeholder engagement plan approved by JPACT and the Metro Council in fall 2019.

Known Opposition

No known opposition

Legal Antecedents

- Metro Council 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), adopted on December 5, 2019.
- Metro Council Resolution No. 19-4979 (For the Purpose of Adopting the Fiscal Year 2019-20 Unified Planning Work Program), adopted on May 16, 2019.
- Metro Council 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 on December 6, 2018.

Anticipated Effects

Approval will mean that contracts can be executed so work can commence on this planning project between now and June 30, 2020, in accordance with established Metro priorities.

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 additional anticipated funds identified by ODOT and Metro.