Metro
600 NE Grand Ave.
Portland, OR 97232-2736

Metro Policy Advisory Committee (MPAC) agenda

Wednesday, April 28, 2021 **5:00 PM** **https://zoom.us/j/95889916633**

1. Call To Order, Declaration of a Quorum & Introductions (5:00 PM)

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2. Public Communication on Agenda Items (5:05 PM)

Public comment may be submitted in writing and will also be heard by electronic communication (videoconference or telephone). Written comments should be submitted electronically by emailing legislativecoordinator@oregonmetro.gov. Written comments received by 4:00 pm on Tuesday, April 27 will be provided to the committee prior to the meeting.

Those wishing to testify orally are encouraged to sign up in advance by either: (a) contacting the legislative coordinator by phone at 503-797-1916 and providing your name and the agenda item on which you wish to testify; or (b) registering by email by sending your name and the agenda item on which you wish to testify to legislativecoordinator@oregonmetro.gov. Those requesting to comment during the meeting can do so by using the “Raise Hand” feature in Zoom or emailing the legislative coordinator at legislativecoordinator@oregonmetro.gov. Individuals will have three minutes to testify unless otherwise stated at the meeting.

3. Council Update (5:10 PM)

4. Committee Member Communication (5:15 PM)

5. Consent Agenda (5:20 PM)

5.1 Consideration of the March 24, 2021 MPAC Minutes — COM 20-0432

Attachments: March 24, 2021 MPAC Minutes

6. Information/Discussion Items (5:25 PM)

6.1 Regional Mobility Policy Update (5:25 PM) COM 20-0421

Presenter(s): Kim Ellis, Metro
Glen Bolen, ODOT

Attachments: MPAC Worksheet
1-RMP Adopted Project Purpose and Objectives
2-OHP_Mobility_White_Paper_FactSheet
3-DraftMobility Policy Elements and Promising Measures041521
4-RMP_spring_2021_engagement_factsheet-04062021
Project-factsheet-spring_04072021
Examples_current_approaches_factsheets_041421

6.2 Parks and Nature Bond Refinement (6:05 PM) COM 20-0433

Presenter(s): Beth Cohen, Metro

Attachments: Staff Report

7. Adjourn (7:00 PM)

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលពាក្យបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ www.oregonmetro.gov/civilrights។
បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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February 2017

600 NE Grand Ave.
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2021 MPAC Work Program

As of 4/21/21

Items in italics are tentative

March 24, 2021 • MPAC 101, Work plan intro, and discussion of topics (Elissa, Ted; 40 minutes) • Community Placemaking Update(Dana Lucero, Metro; 30 min)	**April 28, 2021** • Regional Mobility Policy Update (Kim Ellis, Metro; 40 min) • Parks and Nature Bond Refinement (Beth Cohen, Metro;)
May 26, 2021 • *Housing Panel: Cities and Counties (various partners)* • *Update on 2018 UGB expansion areas and impact on supply of housing land (Roger Alfred, Metro)*	**June 23, 2021** • 2040 Planning and Development grantee highlights (TBD grant recipients) • Congestion Pricing Update (Elizabeth Mros-Ohara, Metro)
July 28, 2021 • *Housing Bond update & Affordable Housing Discussion* • *Supportive Housing Services Update*	**August 25, 2021- *Cancelled***
September 22, 2021 • Regional Mobility Policy Update (Kim Ellis, Metro)	**October 27, 2021** • Metro code updates to facilitate city and county compliance with HB 2001 Middle Housing requirements (Tim O'Brien or Ted Reid, Metro)
November 24, 2021- *Cancelled* 	**December 8, 2021**

- New transfers station sites
  - Larger conversation of regional solid waste
- Engagement during a pandemic
- Parks bond progress report
- Expo Development Opportunity Study and regional venues
- Employment land
- Census – likely for December
- Transportation funding
- Growth Trends (Ted will schedule)

5.1 Consideration of the March 24, 2021 MPAC Minutes

Consent Agenda

Metro Policy Advisor Committee
Wednesday, April 28, 2021

600 NE Grand Ave.
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METRO POLICY ADVISORY COMMITTEE (MPAC)

Meeting Minutes
March 24, 2020

MEMBERS PRESENT	AFFILIATION
Susheela Jayapal	Multnomah County
Martha Schrader	Clackamas County
Carmen Rubio	City of Portland
Christine Lewis	Metro Council
Gerritt Rosenthal	Metro Council
Bob Stacey	Metro Council
Joe Buck	City of Lake Oswego, Largest City in Clackamas County
Gordon Hovies	Tualatin Valley Fire & Rescue, Special Districts in Washington County
Linda Glover	City of Vancouver
Peter Truax	City of Forest Grove, Other Cities in Washington County
Lacey Beaty	City of Beaverton, Second Largest City in Washington County
Steve Callaway	City of Hillsboro, Largest City in Washington County
Kathy Hyzy	City of Milawaukie, Clackamas County
Mark Watson	Hillsboro School District Board of Directors, Governing Body of a School District
Luis Nava	Citizen of Washington County
Rachel Lyles Smith	City of Oregon City, Second Largest City in Clackamas County
Don Trotter	Clackamas County Fire District #1, Special Districts in Clackamas County
Temple Lentz	Clark County
Vince Jones-Dixon	City of Gresham, Second Largest City in Multnomah County
Ed Gronke	Citizen of Clackamas County

MEMBERS EXCUSED	AFFILIATION
Ted Wheeler	City of Portland
Brian Cooper	City of Fairview, Other Cities in Multnomah County
Jim Rue	Oregon Department of Land Conservation and Development
Brian Hodson	City of Canby, City in Clackamas County outside UGB
James Fage	City of North Plains, City in Washington County outside UGB
Kathy Wai	TriMet
Terri Preeg Riggsby	West Multnomah Soil & Water Conservation District, Special Districts in Multnomah County

ALTERNATES PRESENT	AFFILIATION
Kirstin Greene	Oregon Department of Land Conservation and Development
Kathryn Harrington	Washington County
Brett Sherman	City of Happy Valley

OTHERS PRESENT: Adam Barber, Anna Slatinsky, Anthony Martin, Brett Sherman, David Berniker, Erin Doyle, Colin Cooper, Jaime Fudd, Jeannine Rustad, Jeff Gudman, Jeff Owen, Kate Mohr, Kelsey Lewis, Megan McKibben, Monique Smiley, Schuyler Warren, Tracy Moreland.

STAFF: Carrie MacLaren, Jaye Cromwell, Jeff Raker, Connor Ayers, Kim Ellis, Anne Buzzini, Elissa Gertler, Ramona Perrault, Ted Reid, Roger Alfred.

1. **CALL TO ORDER, INTRODUCTIONS, CHAIR COMMUNICATIONS**

Chair Steve Callaway called the virtual meeting to order at 5:03 PM.

Chair Callaway welcomed Mayor Rachel Lyles Smith and Chair Katherine Harrington, who is a temporary MPAC member. He introduced Metro Staff Jaye Cromwell to call the roll.

2. **PUBLIC COMMUNICATIONS ON AGENDA ITEMS**

There were none.

3. **COUNCIL UPDATE**

Metro Councilor Gerritt Rosenthal gave the Metro Council Update. He began by giving an update to the parks and nature bond that was passed in 2019. He noted that only some projects would be able to use local share funds from the bond measure. A handbook will be released that provides guidance on what projects would be eligible for funding. There is now an oversight committee that has more balanced representation across the counties. He announced that the design is being worked on for the Lone Fir Heritage Garden. There is $4 million dedicated to the project to turn Block 14 into a heritage garden.

He mentioned that on Willamette Cove Metro is waiting for the record of decision on the site from DEQ. Metro has received a lot of testimony on Willamette Cove that they are taking into consideration.

Councilor Rosenthal moved on to giving an update on the 2018 Housing Bond. Housing Forward just signed a housing agreement with Metro. Local implementation plans from Clackamas and Washington are well under way. He reported that Portland Commissioner Dan Rian has requested safe parking spaces at Expo Center for houseless residents.

He announced that the RID patrol will be tripled in the next Metro budget, bringing the number of teams up to six. Currently there is a 50 day backlog for the waste disposal teams.

Councilor Rosenthal concluded by noting that the State of the Region is available online. He also mentioned that the tax season being delayed to May 17 has complicated things for the Supportive Housing Services measure.

4. **COMMITTEE MEMBER COMMUNICATIONS**

Chair Callaway shared the 2020 Compliance Report. He announced that the urban growth functional plan was largely being complied with, except for a few jurisdictions with ongoing projects that had recently had boundaries expanded.

5. CONSENT AGENDA

MOTION: Martha Schrader moved to adopt the consent agenda. Mayor Peter Truax seconded the motion.

ACTION: With all in favor, motion passed.

6. INFORMATION/DISCUSSION ITEMS

6.1 MPAC 101

Chair Callaway stated that he had requested a high level orientation of MPAC for new members. He introduced Metro Staff Ramona Perrault to give the presentation.

Key points from the presentations included:

Ms. Perrault explained that MPAC has helped Metro gain a regional perspective on projects and programs. She introduced the 2040 Growth Concept, which guides the grown of the region and highlights town centers and the City of Portland. The Regional Framework Plan outlines how the region will achieve the 2040 Growth Concept. It includes preserving access to nature and building communities. Ms. Perrault explained that the next Regional Framework Plan will start to be worked on this Fall. MPAC has also been used to advise Metro on its major projects, and for regional jurisdictions to come together and discuss issues that affect the entire region. She then discussed the six desired outcomes of vibrant communities, economic prosperity, transportation choices, climate change, healthy ecosystems, and equity. She concluded by explaining MPAC logistics like the charter, bylaws, and member composition.

Member Discussion Included:

Mayor Lacey Beaty emphasized making sure that MPAC is really used to address regional issues instead of as a rubber stamp. She expressed hope for MPAC having early input opportunities.

Chair Callaway brought attention to the MPAC work program, which outlines the topics for the year. He highlighted the parking lot section of the program and noted that MPAC hopes members will be able to bring forward topics for committee to discuss.

Mayor Smith asked if anyone had given thought to a regional homelessness solution among the jurisdictions.

Metro Staff Elissa Gertler noted that a region wide discussion will likely come about as the Supportive Housing Services measure is implemented. She mentioned that updates will come back to MPAC over the summer as SHS money goes out. This would be an opportunity for regional jurisdictions to discuss and share ideas for addressing the homeless crisis.

Councilor Christine Lewis noted that SHS is more in tune with the county than city level, and it would be good to hear input from cities about SHS implementation.

Councilor Rosenthal added that as things move forward with SHS over the summer, more metrics will become available.

Mayor Peter Truax, noted that the August MPAC meeting has been cancelled, which is shortly after the adjournment of the State Legislature. He expressed wishes for the August meeting to be considered to discuss issues that arise from the State Legislature.

Chair Callaway noted that August has often been a time when members are on vacations and agreed that an August meeting could be good to hold.

Citizen Luis Nava noted that he would like to have a conversation about early childhood education at MPAC. He expressed hope for the region as a whole to have a conversation about this, and brought up the preschool funding measure passed by Multnomah County.

Chair Callaway expressed concern that education may not be part of the purview of MPAC and Metro.

Councilor Lewis noted that education is part of the economic recovery plan, making it a part of Metro's already existing scope.

Ms. Gertler noted that there is an opportunity to link affordable housing with early childhood education.

Director Mark Watson advocated for a legislative update after the session disbands, perhaps for the July meeting.
Chair Callaway expressed some support for discussing education as a part of the Regional Framework Plan.

Mayor Truax announced that he has to leave the meeting early.

Commissioner Jayapal added that she also had to leave the meeting.

6.2 Community Placemaking Grants Update

Chair Callaway introduced Metro Staff Dana Lucero from Metro's Planning & Development department. He explained that the Placemaking program was established relatively recently in 2017. It has the intention of investing to build human and social capital through an equity lens. He introduced Councilor Lewis who serves on the advisory group for the project.

Key points of the presentation included:

Councilor Lewis explained that grants are implemented at the community level. It helps to increase their potential and planning of parks and economic models. It also helps them plan for housing and streets. She noted that arts foundations have often been very key supporters of placemaking programs.

Ms. Lucero introduced herself as a senior planner at Metro for 13 years. She explained that the grants are meant to build communities through developing community and cultural capital. She defined that what the program means by "placemaking" is a program that is community driven and preserves places communities care about, or introducing major changes that communities want. She listed the four objectives of the program which are placemaking, equity, partnerships, and leadership.

She emphasized that equity is central to the program. She noted that there is no matching requirement and funding is provided in advance to organizations. Ms. Lucero discussed the ways they have been trying to increase accessibility to the program and emphasize equity in how funds are distributed. She gave an overview of the program from last year, which gave away $193,000. Since 2017 the program has given away more than $800,000 to impactful community organizations. She noted that the program has been trying to spread grants throughout the region.

She drew attention to there being far more demand than what Metro can provide. She noted that applications have helped to create partnerships between organizations with shared aspirations. She gave an overview of the themes present in recent applications. She explained that evaluating impact of grants can be difficult, but a framework was implemented that asked applicants to create and measure goals. She concluded by giving a brief overview of the grants awarded for 2021.

Member Discussion Included:

Chair Harrington asked how MPAC members can help with the grants.

Ms. Lucero stated that the best way that MPAC members can help is by making organizations and communities of color aware of the opportunities with Placemaking Grants.

Mr. Nava noted that he would like to see more reflection on the small organizations that want to participate but do not have the capacity to. He suggested basic training for smaller organizations to help them fill out applications.

Ms. Lucero agreed that training was great suggestion.

Commissioner Schrader also expressed support for the training idea, and clarified that grants could not go to organizations located outside the urban growth boundary.

Ms. Lucero noted that she could share opportunities with MPAC members as they come up.

Chair Callaway asked if Ms. Lucero could share her email address, which she confirmed is Dana.Lucero@oregonmetro.gov. Chair Callaway asked if there were projects that Councilor Lewis or Ms. Lucero loved.

Councilor Lewis stated that one of her favorites was an onsite artist in residency program that worked with kids in the area to create art exhibits.

Ms. Lucero also expressed appreciation for the organization which organized the program, called the Living School of Art which continues to do work. She also highlighted the Portland All Nations Canoe Family. The tribes involved in the program had lost the knowledge of canoe making so the placemaking grant had funded a canoe carver from British Columbia to come down and share their knowledge. She noted that leaving the program open leads to unique and creative placemaking grants.

Chair Callaway asked if there was a thought to giving grants that last more than one year.

Ms. Lucero answered that multi-year investment has been debated very often, and it is possible it will happen in the future.

Councilor Lewis acknowledged that it had been discussed but the drawback was that it meant that fewer organizations would be able to receive funds each year. She noted that grants were also given for operations, which few other programs do.

7. ADJOURN

Chair Callaway adjourned the meeting at 6:24 PM.

Respectfully Submitted,

Connor Ayers

Connor Ayers
Recording Secretary

ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF MARCH 24, 2021

ITEM	DOCUMENT TYPE	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT NO.
6.1	Presentation	03/24/21	MPAC 101 Presentation	032421m-01
6.2	Presentation	03/24/21	Community Placemaking Grants Presentation	032421m-02

6.1 Regional Mobility Policy Update

Information/Discussion Items

Metro Policy Advisory Committee
Wednesday, April 28, 2021

MPAC Worksheet

Agenda Item Title: Regional Mobility Policy Update: Potential Mobility Policy Elements and Most Promising Measures for Testing

Presenters: Kim Ellis, Metro and ODOT staff

Contact for this worksheet/presentation: Kim Ellis, Metro (kim.ellis@oregonmetro.gov)

Purpose/Objective
Staff will provide a project update and seek feedback on the potential policy elements and most promising mobility measures. Because this project will recommend amendments to the Regional Transportation Plan as part of the next update, MPAC has an advisory role in this effort.

Action Requested/Outcome
See Attachment 3

Thinking about the different ways that people travel and goods move in our region:

1. Are the mobility elements identified the most important elements of mobility to include in an updated mobility policy for the Portland region? Is anything missing?
2. Are these mobility measures going to produce the information needed to measure success on the five mobility elements? Is anything missing?
3. Which mobility elements and measures are most important in these different contexts – mixed-use areas, industrial areas and throughways?

What has changed since MPAC last considered this issue/item?
This is MPAC's first consideration of this planning effort since the project work plan and project objectives were developed and adopted unanimously by the Joint Policy Advisory Committee on Transportation and the Metro Council in 2019 with MPAC support.

Metro and the Oregon Department of Transportation (ODOT) are working together to update the policy on how we define and measure mobility in the Portland region in the Oregon Highway Plan (OHP), Regional Transportation Plan (RTP), local transportation system plans (TSPs) and corridor plans, and during the local comprehensive plan amendment process.

What is the Regional Mobility Policy?

State, regional and local transportation plans have many policies; the mobility policy is just one of them.

Last updated in 2000, the region's mobility policy relies on a vehicle-based measure of mobility and thresholds adopted in the Regional Transportation Plan (RTP) and Policy 1F of Oregon Highway Plan (OHP). The measure is referred to as the volume-to-capacity ratio (v/c ratio).

In the past, people often thought of mobility as our system of roads and how we use them—the way traffic flows throughout the day. And, historically, planners and engineers have evaluated performance of transportation systems using the v/c measure for these purposes:

- System planning for the future*
- Evaluating impacts of local comprehensive plan amendments*
- Mitigating development impacts
- Managing and designing roads

That is limiting for a growing region and transportation system that is far more complex. An improved mobility policy should consider and balance mobility for people riding a bus or train, biking, walking or moving goods. It should consider why, where, and when people need to travel, how long it takes to reach a destination, how reliable the trip is and if the system is safe for all users.

* The focus of this update.

The current 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 policy relies on a vehicle-based measure of mobility (and thresholds) to evaluate current and future performance of the motor vehicle network during peak travel periods. The measure, also known as the v/c ratio, is the ratio of motor vehicle volume to motor vehicle capacity of a given roadway.

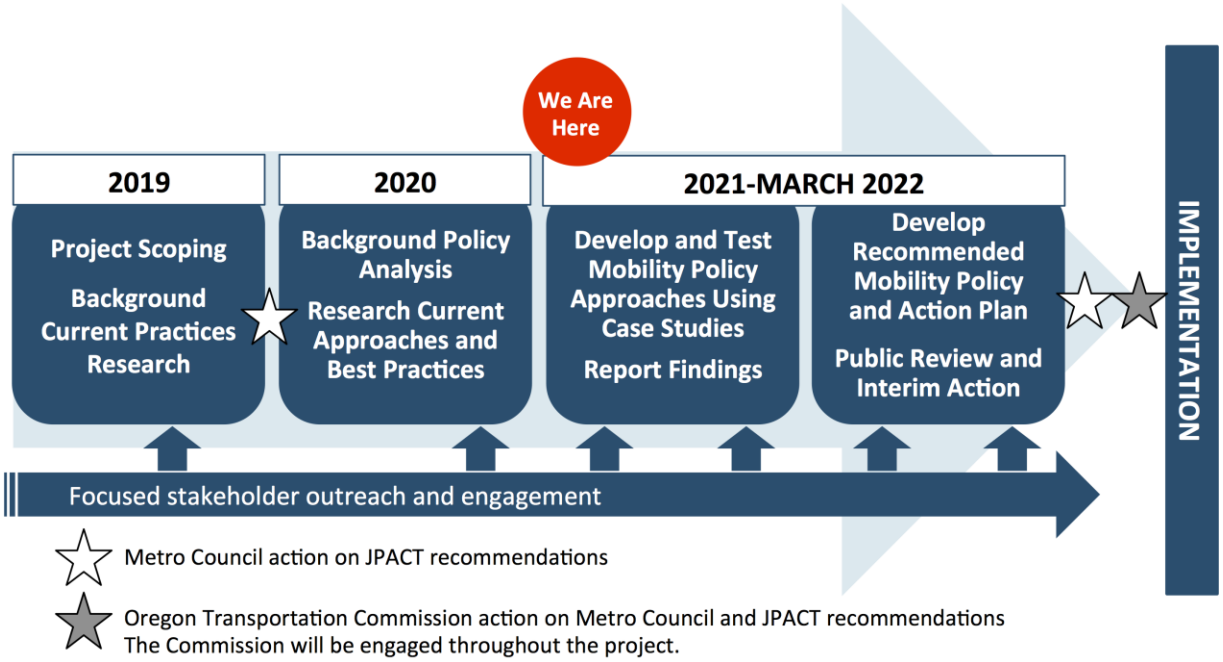
The 2018 RTP failed to meet state requirements for demonstrating consistency with the OHP Highway Mobility Policy (Policy 1F) under the current mobility targets for the region. As a result, ODOT agreed to work with Metro to update the mobility policy for the Portland metropolitan area in both the 2018 RTP and OHP Policy 1F.

The 2018 RTP is built around four key priorities of improving equity, mitigating climate change, improving safety and managing congestion. 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 better align how we measure mobility and adequacy of the transportation system for people and goods with 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 comprehensive set of shared regional values, goals and related desired outcomes identified in the RTP and 2040 Growth Concept, as well as local and state goals are guiding to this update.

Project timeline

Shown in **Figure 1**, the Regional Mobility Policy update began in 2019 and will be completed March 2022.

Figure 1. Project Timeline



A summary of activities and products completed to date follows.

2019 Activities and Products

From April to Dec. 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. JPACT and the Metro Council approved the project work plan and engagement plan for this effort in November and December 2019, respectively.

A Scoping Summary factsheet describing the process and key themes from stakeholder feedback and a Stakeholder Interviews Report posted on the project website at: oregonmetro.gov/mobility.

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 vehicle congestion. Stakeholders also broadly supported the project objectives and the need for an updated policy. See **Attachment 1** for the project objectives adopted in the work plan by JPACT and the Metro Council in 2019 with MPAC support**.**

2020 Activities and Products

Several activities were completed in 2020 that will serve as foundational resources for the remainder of the project:

- **Consultant Selection Process.** From January to July, Metro and ODOT finalized an Intergovernmental Agreement (IGA) and completed the consultant selection process. Led by Kittelson and Associates, the selected consultant team also includes land use and transportation planners, engineers, attorneys and engagement specialists from several firms, including Fehr and Peers, Angelo Planning Group, Equitable Cities LLC, Bateman Seidel and JLA Public Involvement.

- Portland State University's Synthesis Research on Current Measures and Tools**.** From late Fall 2019 to June 2020, the Transportation Research and Education Center (TREC)/Portland State University documented current mobility-related performance measures and methods being used in the Portland region, statewide and nationally. The report reviews the existing mobility policy and summarizes current practices in measuring multimodal mobility. Intended to serve as a starting point, key findings from this work include:
    - There is no single definition of mobility throughout the transportation industry. The definition of mobility and the types of measures, methods and thresholds chosen will have significant impacts on the outcomes.
    - A variety of measures and methods are available to consider that are already used locally, regionally and by ODOT; no single measure emerged that could clearly apply to all applications (i.e., system planning, plan amendments, development review, roadway design and management/operations).
    - There is a need to consider measures that can show progress toward multiple RTP goals, including transportation equity, safety, climate leadership, accessibility, system completeness, and reliability.
    - Methods and thresholds should be well-documented and based on substantial evidence (i.e., academic/scientific research).
    - Existing data and tools cannot account for all the things we want to account for – particularly pedestrian travel and transportation demand management. The updated policy, measures and methods will drive future data collection and analysis tool development/refinement.

- It is important that legal, planning, development review and engineering practitioners be engaged throughout the process and especially around how the policy gets implemented.

- ODOT Oregon Highway Plan Mobility Policy White Paper**.** The Oregon Transportation Commission (OTC) will be updating the Oregon Transportation Plan and Oregon Highway Plan during the next couple of years and will conduct its own statewide stakeholder engagement process to inform those plan updates. This project provides an opportunity for coordination and for the region to help inform those efforts. In August 2020**,** ODOT prepared a complementary white paper documenting the history and current use of the mobility policy statewide as well as considerations and potential approaches for updating the policy. The white paper includes a summary of stakeholder interviews. A factsheet summarizing key findings from the white paper is provided in **Attachment 2**.

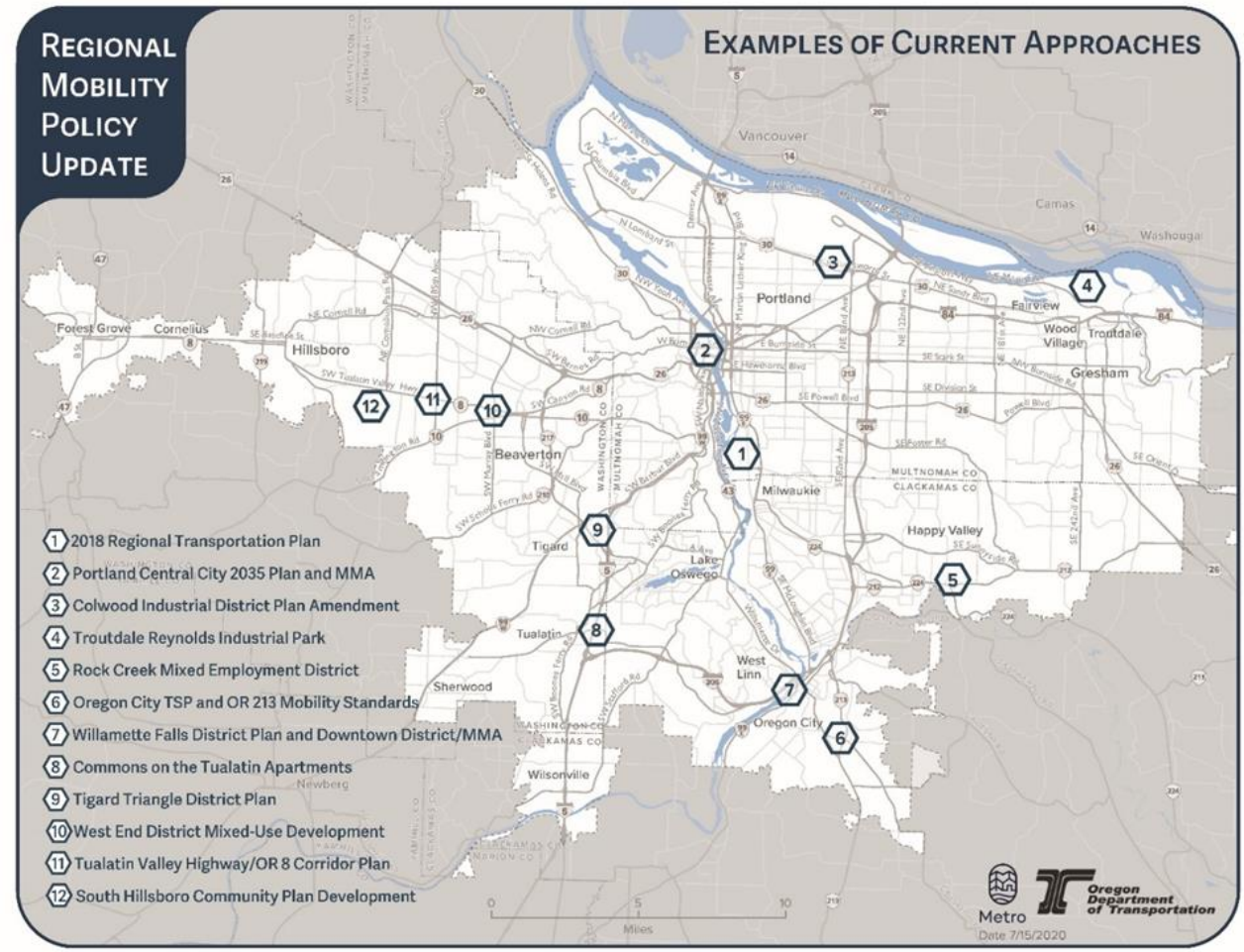
- **Research on Examples of Current Approaches in the Portland Area.** Since the 1990's, the current regional mobility policy has guided how streets and highways are planned for and managed in communities in the greater Portland area. The project team worked with individual cities and counties and county coordinating committees technical advisory committees (TACs) to identify and document examples of how the current mobility policy has been applied in the Portland region – in transportation system plans (TSPs), a corridor plan, several comprehensive plan amendments, local development review proposals with a transportation impact analysis and project design.

Figure 2. Applications of the current mobility policy

The research found the v/c ratio is more strictly applied as we move from system planning to plan amendments to development review to project design. It is a target in system plans and but often used as a standard in the other three applications.

Shown in **Figure 3,** the selected examples cover a range of state and regional transportation facilities (i.e., throughways[1] and state- and locally-owned arterials, including state and regional freight routes and enhanced transit corridors), 2040 land use contexts, geographies and availability of travel options. The research identifies strengths and weaknesses of the current v/c measure and policy as well as opportunities for improvement to be addressed with the updated mobility policy for the Portland area.

Figure 3. Locations of Examples of Current Approaches



The series of individual factsheets are published on the Metro project website. The examples will provide a starting point for testing potential measures and updated policy approaches this summer through 4 to 6 case studies.

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

Key findings from this work include:

Transportation system planning

System Planning

Under Oregon's land use program, system planning results in a land use decision that integrates land use and transportation to provide long-range direction on the development of transportation facilities and services for all modes to serve adopted land use plans. System planning includes regional and local transportation system plans, corridor plans, ODOT facility plans and other area plans.

- The current mobility policy and v/c measures are typically used in combination with other multimodal policies and measures in the development of transportation system plans and are not a barrier to good decision-making in transportation system plans.
- The v/c ratio as the only measure of mobility is not consistent with the current view of mobility being about people and goods, not just motor vehicles. The updated mobility policy and measures need to reflect the many aspects of mobility, including all users' ability to get to the places they want or need to go by a range of modes. Flexibility is needed to apply different approaches in different areas based on land use and transportation contexts and multimodal functions of transportation facilities.
- The financially constrained RTP project list developed during system planning serves as the basis for local governments making subsequent plan amendment decisions affecting State Highways under the Transportation Planning Rule (Section 0060). Unlike the RTP, local TSPs are not required to include a financially constrained project list, though some jurisdictions choose to do so.
- Metro applies the RTP RMP v/c targets on arterial roadway links during development of the RTP while local governments and ODOT apply the RTP and OHP v/c targets at both the roadway link and intersection levels. The OHP v/c targets are applied to state transportation facilities.

Plan amendments

Plan Amendments

Under Oregon's land use program, plan amendments are city or county land use decisions that change a comprehensive plan or zoning text or map within their boundary. Plan amendments must comply with the Oregon Transportation Planning Rule (Section -0060). This means a jurisdiction must determine if there are any significant impacts to planned transportation facilities and if so, mitigate those impacts.

- ODOT and local agencies would like more multi-modal measures that could be applied to plan amendments.
- Plan amendments should focus more on consistency with an adopted local transportation system plan not just consistency with the mobility policy v/c standard as the primary evaluation method.
- While the TPR provides more flexibility in evaluating plan amendments than is being utilized (Section -0060 references the facility owner' or operators' performance standards), many local governments evaluate transportation impacts of plan amendments using the OHP v/c standard because it constitutes the best known, most easily used and widely accepted measure.
- The OHP Policy 1F Table 7 mobility policy v/c thresholds are applied as standards to determine whether the plan amendment has a significant effect on state transportation facilities.

- There are a variety of mitigation options available (provided in Section -0060) to help meet the mobility policy when the OHP Table 7 v/c standard cannot be met on state transportation facilities, including safety improvements, multimodal improvements, and transportation system and demand management actions. However, the process of agreeing on methods and assumptions in pursuing these options can be time-consuming and costly.
- The v/c target used during system planning is often not met in many locations in financially constrained TSPs. This makes it difficult for subsequent plan amendments to meet the adopted mobility standard.
- In effect, the OHP v/c standard has more importance in plan amendments than during system planning.

- **Research on State and Regional Policy Framework and Past Stakeholder Input on Mobility Shape Key Policy Elements and Potential Measures to Consider for Testing.** The project team reviewed existing state and regional policy documents and past stakeholder input from the 2018 Regional Transportation Plan update, development of the Get Moving 2020 funding measure and the Scoping Engagement Process for this effort.

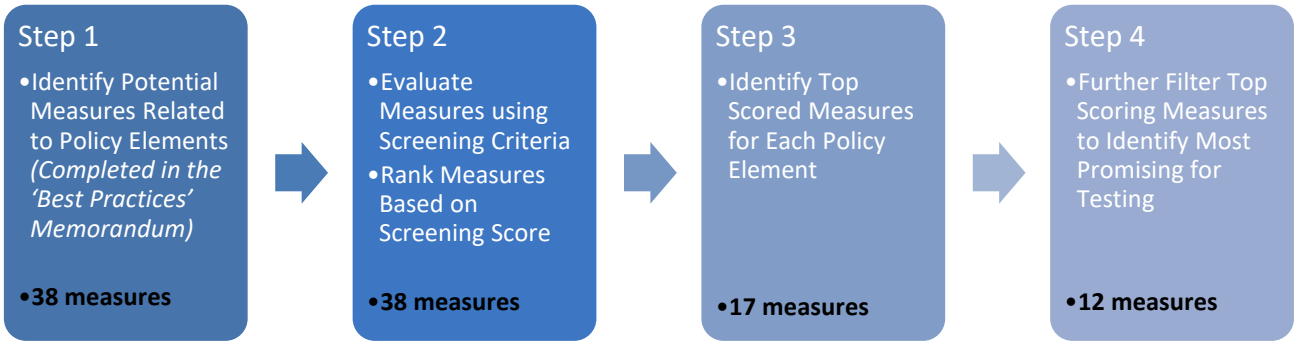
  Based on this review and subsequent feedback received through two workshops with the Transportation Policy Alternatives Committee (TPAC) and Metro Technical Advisory Committee (MTAC) in fall 2020, five key transportation outcomes were identified as integral to how we view mobility in the Portland region:

  Potential Mobility Policy Elements

  - **Access –** All people and goods can get where they need to go.
  - **Time Efficiency –** People and goods can get where they need to go in a reasonable amount of time.
  - **Reliability –** Travel time is reliable or predictable for all modes.
  - **Safety –** Available travel options are safe for all users.
  - **Travel Options –** People can get where they need to go by a variety of travel options or modes.

TPAC and MTAC also provided feedback on criteria to be used to screen and select potential mobility performance measures for testing that address one or more mobility policy elements. Since January 2021, the Consultant team applied the criteria through a four-step process (shown in **Figure 4**) to narrow a list of 38 potential mobility measures to 12 potential mobility measures that appear most promising for testing through case studies this summer.

Figure 4: Screening Process to Inform Selection of Potential Mobility Measures for Testing

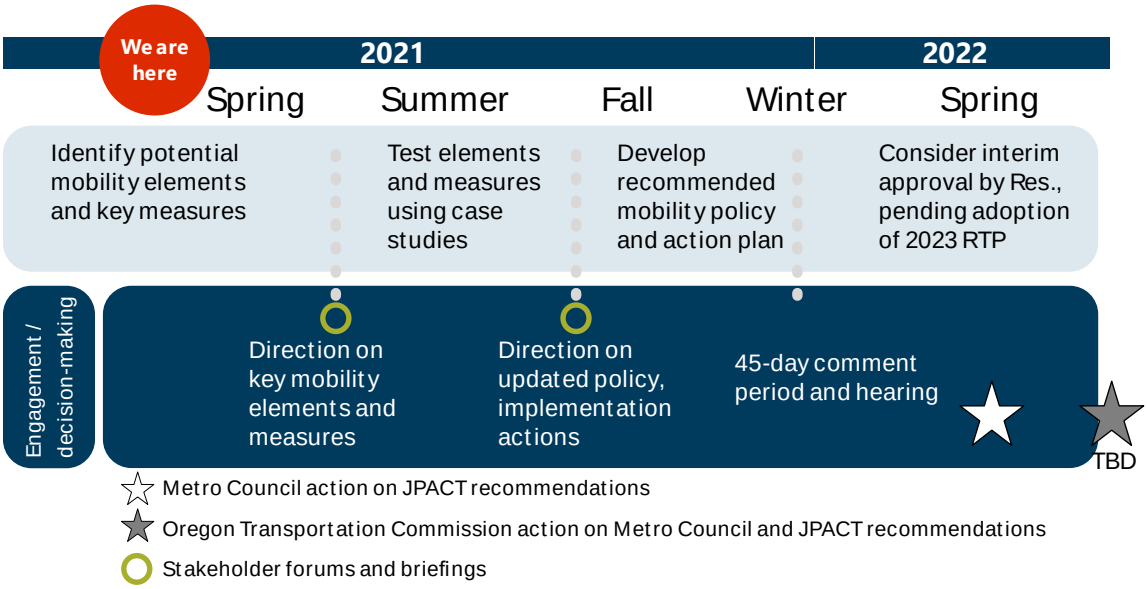


Attachment 3 summarizes the potential mobility policy elements and most promising measures identified for testing that will be the focus of upcoming engagement activities. The most promising measures from this screening process are in order from highest to lowest screening score. A separate memo (and supporting appendices) documenting each step of the screening process is available on the project website.

NEXT STEPS

As shown in **Figure 5** and **Attachment 4**, throughout April and May, Metro and ODOT will engage regional advisory committees, county coordinating committees (staff and policy-levels), and other stakeholders to seek feedback on the key policy elements and most promising measures identified to date.

Figure 5: Key Engagement Opportunities



Together, the technical screening process and stakeholder input will help shape staff's recommendation to JPACT and Metro Council on the key policy elements and measures to be further evaluated and tested through case studies. In June, staff will report back on stakeholder feedback received and seek JPACT and Metro Council direction on the key policy elements and measures recommended for testing through case studies.

In summer 2021, the project team will test the elements potential measures through case studies. Through the case studies, the team will evaluate which measures are most feasible and useful in measuring mobility.

Considerations for the case studies include:

- Measures may be used differently for different applications (i.e. system planning versus plan amendments).
- Although there can be multiple targets that the region is measuring against, it is recommended to only have one standard per specific planning context. When there are multiple standards, it becomes more difficult to meet all.
- Not all measures are easily applied as a standard. At the system planning-level, a measure may be applied as a target, with assessment whether a system is trending appropriately or if a project is projected to move the system closer to the target.

In Fall 2021, staff will report the results of the case studies to stakeholders and decision-makers. Staff will continue to engage TPAC and MTAC in developing an updated regional mobility policy and implementation plan for public review and discussion in early 2022 by JPACT, MPAC, and the Metro Council. This work will include crafting draft policy language and guidance related to use and applicability of the recommended performance measures.

Anticipated Outcomes

This project will recommend amendments to the mobility policy contained in the 2018 RTP and Policy 1F of the OHP for the Portland metropolitan region for consideration by JPACT, the Metro Council and the OTC. Because this project will recommend amendments to the RTP as part of the next update, MPAC has an advisory role in this effort.

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 processes.

Pending "tentative" approval and direction by the JPACT, the Metro Council and expressed support from the OTC in early 2022, the updated policy will be applied in the next update to the RTP (due in Dec. 2023). In addition, the recommended policy will be forwarded to the OTC for consideration as an amendment to the OHP 1F (Table 7 and related policies for the state-owned facilities in the Portland region).

Pending adoption in the 2023 RTP by JPACT and the Metro Council and amendment of the OHP by the OTC, the updated policy will guide development of regional and local transportation plans and studies, and the evaluation of potential impacts of plan amendments and zoning changes subject to the Transportation Planning Rule.

What packet material do you plan to include?

- **Attachment 1:** Adopted Project Objectives
- **Attachment 2:** ODOT Oregon Highway Plan Mobility Policy White Paper
- **Attachment 3:** Potential Mobility Policy Elements and Most Promising Performance Measures for Testing (Discussion Draft 4/15/21)
- **Attachment 4:** Stakeholder and Public Engagement – Spring 2021 (April 2021)
- **Project Factsheet** (Spring 2021)
- **Examples of Current Approaches Factsheets** (April 2021)

Metro | Oregon Department of Transportation

Metro/ODOT Regional Mobility Policy Update

Project purpose and objectives

(as identified in work plan approved by JPACT and the Metro Council in 2019)

July 24, 2020

Project purpose

The purpose of this project is to:

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

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

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

Project objectives

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

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

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

1. Advance the region's desired outcomes and local, regional and state efforts to implement the 2040 Growth Concept and 2018 RTP policy goals for advancing equity, mitigating climate change, improving safety and managing congestion.
2. Support implementation of the region's Climate Smart Strategy, the Statewide Transportation Strategy for Reducing Greenhouse Gas Emissions and related policies.

3. Provide a clear policy basis for management of and investment in the throughway[1] and arterial system to better manage growing motor vehicle congestion in the region in order to maintain interstate and statewide mobility on the throughway system while providing for intra-regional mobility and access by transit, freight and other modes of travel on the arterial roadway system and other modal networks.
4. Develop a holistic alternative mobility policy and associated measures, targets, and methods for the Portland region that focuses on system completeness for all modes and system and demand management activities to serve planned land uses. The updated policy will:
   a. Clearly and transparently define and communicate mobility expectations for multiple modes, users and time periods, and provide clear targets for local, regional and state decision-making.
   b. Provide mobility equitably and help eliminate disparities historically marginalized communities[2] 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.
   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.

[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.

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, the ODOT Region 1 Congestion Bottleneck and Operations Study II (CBOS II), the ODOT I-205 Tolling Project, the ODOT I-5 Tolling Project, Metro Regional Congestion Pricing Study, the Metro Regional Transportation System Management and Operations (TSMO) Strategy update and the Metro jurisdictional transfer framework effort.
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.

KEY FINDINGS BRIEF

OREGON HIGHWAY PLAN MOBILITY POLICY WHITE PAPER

OREGON DEPARTMENT OF TRANSPORTATION | AUGUST 2020

1 OREGON'S MOBILITY POLICY

"It is the policy of the State of Oregon to maintain acceptable and reliable levels of mobility on the state highway system, consistent with the expectations for each facility type, location, and functional objectives. Highway mobility targets will be the initial tool to identify deficiencies and consider solutions for vehicular mobility on the state system." —1999 Oregon Highway Plan (OHP) mobility policy

The Oregon Mobility Policy is intended to maintain acceptable and reliable levels of mobility on the state highway system, as reliable and continuous mobility is a key engine of economic opportunity and connectivity throughout the state. However, throughout the history of the mobility policy and continuing today, there have been situations where the highway mobility targets within the mobility policy have unintended outcomes. The policy states that mobility is to be measured with a vehicular volume-to-capacity ratio. This has led to stakeholder frustrations that focusing on the mobility of trucks and cars, rather than people and other modes, does not adequately reflect the current and future needs of the transportation system and surrounding community.

Over time ODOT has adapted the policy to make it more accommodating. Changes have included clarifying that the measures are targets not standards, allowing for land use contexts where they do not apply, and providing a clearer path towards alternate targets when needed. However, it is likely that further clarity and flexibility will be needed in the future.

The purpose of this paper is to understand the history and current use of the mobility policy and develop considerations, options, and potential approaches for updating the mobility policy as part of the next OHP and Oregon Transportation Plan (OTP) updates. Such an update could define what "acceptable and reliable levels of mobility" entail and explore different measures that more holistically reflect that definition. This will help the new OHP better provide for outstanding mobility options for all people throughout the state.

2 | CONSIDERATIONS FOR UPDATING THE POLICY

- Stakeholder desire for a more multimodal, network-focused policy
- Best practices from other states
- ODOT's more current planning documents and other mode plans
- Comprehensive plan amendments and the TPR
- Land use context and functional classification

SATISFYING ALL APPLICATIONS

Oregon is unique in that the current OHP mobility targets are used in a variety of applications. These include Transportation Planning Rule (TPR) compliance, development review, long-range transportation planning, and project delivery. Some of these applications are direct outcomes of legal mandates, while others are more flexible. Any changes to the policy must be able to be similarly applied to these processes and to be effective in a variety of applications.

STAKEHOLDER FEEDBACK

Local jurisdictions, stakeholders, and community members acknowledge that the OHP mobility targets are easy to use, measure, and understand. They have also expressed concern that interaction between the TPR and OHP highway mobility targets are having unintended and undesirable consequences in their communities, such as making it difficult to increase the planned land use densities in their comprehensive plans. They are concerned that the requirements to meet v/c standards give vehicle mobility precedence over other local objectives, such as active transportation operations and safety, compact land use planning, and economic development.

BEST PRACTICES FROM OTHER STATES AND OTHER ODOT DOCUMENTS

Many transportation agencies around the country are using performance measures to evaluate various dimensions of mobility, focusing less on eliminating peak-hour congestion and more on improving mobility as a whole. When mobility is defined as a more robust measure than simply the absence of congestion, the strategies employed to provide the best mobility possible to all users expand, and can better be tailored to roadway function and land use context.

The Oregon Transportation Commission's Strategic Investment Plan, *A Strategic Investment in Transportation*[1] (2017), also helps illustrate ODOT's current goals for state highway investment. Statewide mode and topic plans are adopted as a part of the OTP and include statewide policy, requirements, and guidance related to transportation system planning. These documents help clarify mobility goals for the various modes.

1 Oregon Transportation Commission. A Strategic Investment in Transportation. 2017.

3 APPROACHES FOR UPDATING THE POLICY

There are a range of potential options to consider for updating, revising, or replacing the state mobility policy.

These include better reflecting multiple aspects of mobility (such as peak-hour performance, network reliability, accessibility, etc.), land use context, and a variety of modes. The descriptions below discuss benefits and drawbacks to various options but do not recommend any option over the others. For each mobility policy option shown below, the white paper includes potential approaches to updating the mobility performance measures.

POTENTIAL MOBILITY POLICY UPDATE OPTIONS

	Mobility Policy Option	Description
#1	No Change	Keep the mobility policy and v/c-based measures in place with no updates. ODOT could, however, recommend the targets for long-range planning only and make the process of adopting alternative mobility targets easier.
#2	Define Mobility in the OHP Mobility Policy	Better define mobility within the OHP mobility policy. This definition could be mode-neutral or include a separate definition for each mode. The definition could also describe the different mobility needs inherent to different land use contexts and/or highway classifications.
#3	Define Mobility in the OTP	Better define mobility within the OTP. This definition could be mode-neutral or include a separate definition for each mode. The definition could also describe the different mobility needs inherent to different land use contexts and/or highway classifications.
#4	Define Mobility Within Various Modal Plans	Better define mobility within the various modal plans. These definitions would be tailored to the individual modes described within each plan. The definitions could also describe the different mobility needs inherent to different land use contexts and/or highway classifications.
#5	Amend the TPR	Amend the TPR so that it no longer relies on the mobility policy to determine if a land use decision causes a significant transportation impact. Note that this would not be an ODOT action, but rather would be under Department of Land Conservation and Development purview.

4 NEXT STEPS

The current OHP mobility policy does not define what "acceptable and reliable levels of mobility" entails other than stating that it is to be measured through the mobility measures housed within the policy. Applications of these measures have led to the stakeholder frustrations described and difficulty balancing mobility with other needs and goals, such as economic development, housing, and urbanization. The flexibility that has been added to the policy over time remains largely vehicle centric, is time and cost intensive, and is focused on tolerating increased congestion rather than about defining desired mobility for the land use context and highway classification.

The OHP is scheduled to be updated in the next few years and the mobility policy will be one aspect of the plan that will be reviewed and considered for an update. An updated policy should address desired mobility outcomes and define acceptable and reliable levels of mobility for the Oregon highway system more robustly and explicitly. There are several potential directions ODOT could take to update the mobility policy. The options proposed are just some of the potential approaches to create a more broad-based mobility policy. These, in turn, can lead to reconsidering the way highway mobility is measured and the factors that are considered in setting the standards.

By considering the best practices described from other agencies and heeding Oregon's unique history, land use planning approach, and uses of mobility targets, a new policy can better balance multiple needs and goals while working towards improved mobility across the state. The following are a few key questions to consider during the OHP update.

QUESTIONS FOR THE OTP/OHP ADVISORY COMMITTEES

- How should mobility be defined for the Oregon highway system?
- What policy changes may be needed to achieve the desired mobility outcomes?
- Should additional land use context be considered in the mobility policy and if so, what are our expectations about mobility based on land use context?
- Should highway classification continue to be a factor in how we set mobility expectations for a facility and do the highway classifications need updating?
- What other factors should be considered in the mobility policy to better align the policy with our expectations about mobility?
- What mobility performance measures should be considered to better inform transportation decisions and investments from a mobility perspective?

For more information about the OHP and OTP update project, see https://www.oregon.gov/ODOT/Planning/Pages/Plan-Development.aspx.

Regional Mobility Policy Update

DISCUSSION DRAFT 4/15/2021

Potential Mobility Policy Elements and Most Promising Performance Measures to Consider for Testing

Metro and the Oregon Department of Transportation (ODOT) are working together to update the policy on how we define and measure mobility in the Portland region in the Oregon Highway Plan (OHP), Regional Transportation Plan (RTP), local transportation system plans (TSPs) and corridor plans, and during the local comprehensive plan amendment process. This document summarizes the potential mobility policy elements and most promising performance measures being considered for testing through case studies. Throughout April and May, Metro and ODOT will engage the Metro Council, regional advisory committees (JPACT and the Metro Policy Advisory Committee), county coordinating committees (staff and policy-levels), and other stakeholders to seek feedback on the key policy elements and most promising measures. In June, staff will report back on stakeholder feedback received on the elements and measures and seek JPACT and Metro Council direction on the measures to be recommended for testing.

Potential Mobility Policy Elements

The project team reviewed existing state and regional policy documents and past stakeholder input from the 2018 Regional Transportation Plan update, development of the Get Moving 2020 funding measure and the Scoping Engagement Process for this effort. Based on this review and subsequent feedback received through two workshops with the Transportation Policy Alternatives Committee (TPAC) and Metro Technical Advisory Committee (MTAC) in fall 2020, five key transportation outcomes were identified as integral to how we view mobility in an urban environment, specifically in the Portland region:

- **Access** – All people and goods can get where they need to go.
- **Time Efficiency** – People and goods can get where they need to go in a reasonable amount of time.
- **Reliability** – Travel time is reliable or predictable for all modes.
- **Safety** – Available travel options are safe for all users.
- **Travel Options** – People can get where they need to go by a variety of travel options or modes.

TPAC and MTAC also provided feedback on criteria to be used to screen and select potential mobility performance measures for testing that address one or more mobility policy elements. Since January 2021, the Consultant team applied the criteria through a four-step process to narrow a list of 38 potential mobility measures to 12 potential mobility measures that appear most promising for testing through case studies this summer. The screening process is summarized on page 2.

Most Promising Performance Measures to Consider for Testing

The most promising performance measures to consider for testing are shown below, listed in order from highest to lowest screening score. As a group, the measures cover all modes. Seven of the 12 measures relate to more than one mobility policy element. Seven of the measures can be used for both system planning and plan amendments, the focus of this regional mobility policy update.

ID	Measure	Definition	Mobility Policy Elements					Planning Applications		
			Access	Time Efficiency	Reliability	Safety	Travel Options	System Performance/ Scenario Testing/Target	Needs Identification/ Project Identification	Plan Amendments/ Standard
13A	Multimodal Level of Service (MMLOS)	MMLOS is a level of service (LOS) system that measures the quality and level of comfort of facilities per mode based on factors that impact mobility from the perspectives of pedestrians, cyclists, and transit riders, respectively.	●			○	All modes	●	●	●
13B	Level of Traffic Stress (LTS)	Level of traffic stress (LTS) classifies points and segments on routes into different categories of stress ranging from 1 (low stress) to 4 (high stress) based on factors that correlate to the comfort and safety of the bicyclist or pedestrian using that facility.	●	○		●	Bike, Pedestrian	●	●	●
15	Pedestrian Crossing Index	The distance between pedestrian crossings compared to a target maximum distance.	●	●		●	Pedestrian	●	●	●
24	System Completeness	The percent of planned facilities that are built within a specified network	●	○		○	All modes	●	●	●
27	Travel Speed	Average or a percentile speed for a network segment or between key origin-destination pairs, during a specific time period.			○	●	Vehicle, Freight, Transit	●	●	●
2	Accessibility to Destinations	The number of essential destinations within a certain travel time or distance, by different modes.	●	○	○		All modes	●	●	●
10	Hours of Congestion/ Duration of Congestion	The number of hours within a time period, most often within a weekday, where a facility's congestion target is exceeded.		●	●		Vehicle, Freight, Transit	●	●	●
29	Travel Time Reliability (Planning and Buffer Travel Time Indexes)	Indicators of congestion severity that assess on-time arrival and travel time variability.		○	●		Vehicle, Freight, Transit	●	●	●
36	VMT per Capita	The number of miles traveled by motorists within a specified time period and study area, per the study area's population.	○	●		○	Vehicle, Freight, Transit	●	●	●
28	Travel Time	Average or a percentile time spent traveling between key origin-destination pairs, during a specific time period.		●			All modes	●	●	●
38	V/C for Roadway Links	The ratio of traffic volume to the capacity of a roadway link during a specified analysis period.		●	○		Vehicle, Freight	●	●	●
37	Volume-to-Capacity Ratio (V/C) at Intersections	The ratio of traffic volume to the capacity of an Intersection during a specified analysis period.		●	○		Vehicle, Freight	●	●	●

● = direct measure ○ = indirect measure

Together, the technical screening process and stakeholder input will help shape staff's recommendation to JPACT and Council on the key policy elements and measures recommended for testing through case studies.

Screening Process Leading to Most Promising Mobility Measures For Testing

Step 2: Measures Ranked by Highest to Lowest Screening Score **38 measures**	Step 3: Top Scoring Measures from Each Element **17 measures**	Step 4: Most Promising Mobility Measures for Testing **12 measures**
• 13A: Multimodal Level of Service (MMLOS) • 13B: Level of Traffic Stress (LTS) • 15: Pedestrian Crossing Index • 24: System Completeness • 6: Bicycle/Pedestrian Network Directness/Connectivity • 27: Travel Speed • 2: Accessibility to Destinations • 21: Person and Goods Throughput • 3: Accessibility to Employment • 5: Accessibility to Transit • 12: Mode Share • 10: Hours of Congestion/Duration of Congestion • 9: Freight Delay • 14: Access to Opportunity Index • 29: Travel Time Reliability (Planning and Buffer Travel Time Indexes) • 26: Transit Ridership • 33: Vehicle Miles Traveled (VMT) • 36: VMT per Capita • 28: Travel Time • 34: Vehicle-Bicycle Crashes • 35: Vehicle-Pedestrian Crashes • 38: V/C for Roadway Links • 4: Accessibility to Freight Terminals, Ports, and Industry • 7: Congestion Extent • 17: Percent System Reliable • 18: Person Capacity • 19: Person Hours of Travel (PHT) • 22: Queuing • 23: Recurring Delay/Non-Recurring Delay • 31: Vehicle Hours of Delay (VHD)/Peak Hour Excessive Delay • 20: Person Miles Traveled (PMT) • 8: Fatal and Serious Injury Crashes and Crash Rates • 25: Total Crashes • 16: Percent of Congested Traffic • 1: AADT/Capacity • 30: Trip Length/Trip Length Distributions • 11: Level of Service • 37: Volume-to-Capacity Ratio (V/C) at Intersections • 32: Vehicle Hours Traveled (VHT)	• 13A: Multimodal Level of Service (MMLOS) • 13B: Level of Traffic Stress (LTS) • 15: Pedestrian Crossing Index • 24: System Completeness • 6: Bicycle/Pedestrian Network Directness/ Connectivity[1] • 27: Travel Speed • 2: Accessibility to Destinations • 21: Person and Goods Throughput[2] • 12: Mode Share[3] • 10: Hours of Congestion/ Duration of Congestion • 9: Freight Delay[4] • 29: Travel Time Reliability (Planning and Buffer Travel Time Indexes) • 33: Vehicle Miles Traveled (VMT)[5] • 36: VMT per Capita • 28: Travel Time • 38: V/C for Roadway Links • 37: Volume-to-Capacity Ratio (V/C) at Intersections	• 13A: Multimodal Level of Service (MMLOS) • 13B: Level of Traffic Stress (LTS) • 15: Pedestrian Crossing Index • 24: System Completeness • 27: Travel Speed • 2: Accessibility to Destinations • 10: Hours of Congestion/Duration of Congestion • 29: Travel Time Reliability (Planning and Buffer Travel Time Indexes) • 36: VMT per Capita • 28: Travel Time • 38: V/C for Roadway Links • 37: Volume-to-Capacity Ratio (V/C) at Intersections
Note: All measures from **Supporting Document B**, ranked by screening criteria ranking.	Note: Top scoring measures for each mobility policy element based on screening criteria ranking in previous step.	Note: Further narrowing of the measures list based on: ease of analysis, suitability to multiple applications, direct correlation to mobility, and overlap with other elements.

Gray measures are not moved forward in the next screening process step.

The measures above are listed in order from highest to lowest screening score for each step. A memo documenting each step of the screening process is available on the project website.

[1] Removed because of its similarities to System Completeness and Accessibility to Destinations.

[2] Although a useful corridor-level metric, removed because it is difficult to apply.

[3] Removed because it is an outcome and goal for the region, rather than a direct measure of mobility.

[4] Removed because of its similarity to Hours/Duration of Congestion.

[5] Removed because VMT per capita better reflects impacts to mobility.

April 2021

Regional Mobility Policy Update

Stakeholder and public engagement - Spring 2021

Potential Mobility Policy Elements

Access - All people and goods can get where they need to go.

Time Efficiency- People and goods can get where they need to go in a reasonable amount of time.

Reliability- Travel time is reliable or predictable for all modes.

Safety- Available travel options are safe for all users.

Travel Options- People can get where they need to go by a variety of travel options or modes.

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Spring 2021 engagement will seek input on how to measure mobility in the region.

Through recent transportation planning efforts and the Regional Mobility Policy update scoping processes, community members and stakeholders have told us what is important about how and why they move around the region.

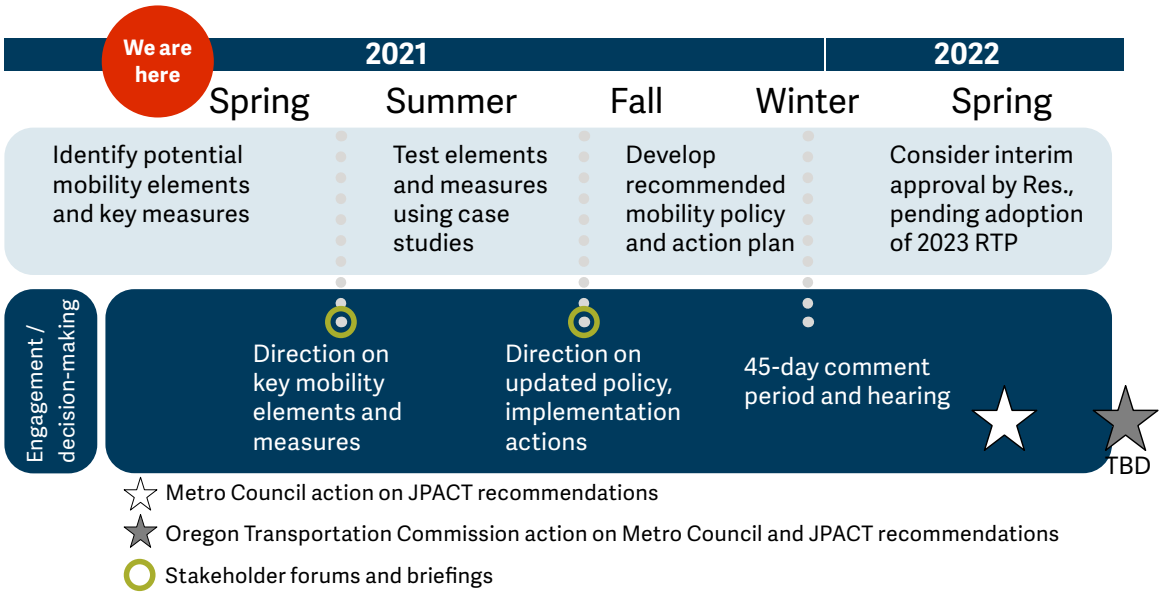
Based on this input and feedback from two workshops with the TPAC and MTAC in 2020, five key transportation elements were identified as integral to how we view mobility in the Portland region.

Now, we need to identify more holistic ways to measure these elements that address the region's mobility needs and priorities.

This spring, Metro and ODOT are engaging policymakers, practitioners, community leaders and other stakeholders to help shape the proposed elements and measures to include in the updated policy.

Input from this engagement will be shared with regional decision-makers as they work together to develop the recommended outcomes and measures. In June, JPACT and the Metro Council will be asked to direct staff on the measures to be tested through case studies this summer. Staff will report the results of the case studies to stakeholders and decision-makers in Fall 2021. Staff will continue to engage TPAC and MTAC in developing a recommended updated Regional Mobility Policy and action plan for public review and discussion early next year by JPACT, MPAC and the Metro Council.

Key engagement opportunities



See page 2 for Spring 2021 engagement schedule

Spring 2021 engagement schedule

Dates are subject to change pending availability of agenda time.

Metro Council and Regional Committees

Who	Anticipated Date
Metro Council	April 13
TransPort Subcommittee to TPAC	April 14
Joint Policy Advisory Committee on Transportation (JPACT)	April 15
Metro Policy Advisory Committee (MPAC)	April 28
County Coordinating Committees	Various dates in April and May
Stakeholder Forums	
JPACT	May 20
Metro Council *(requested)*	June 15
JPACT *(requested)*	June 17
Metro Council *(requested)*	June 29

County Coordinating Committees

Who	Anticipated Date
Clackamas County TAC	April 27
East Multnomah County Transportation Committee TAC	May 5
Washington County Coordinating Committee TAC	May 6
Washington County Coordinating Committee (policy)	May 17
East Multnomah County Transportation Committee (policy)	May 17
Clackamas County C-4 subcommittee (policy)	May 19

Stakeholder Forums

Who	Anticipated Date
Practitioner Forum 1*	April 21, 10 a.m. - noon
Freight and Goods Forum	April 23, 9 - 11 a.m.
Practitioner Forum 2*	April 30, 9 - 11 a.m.
Housing and Land Development Forum	May 4, 9 - 11 a.m.
Community Leaders Forum	May 14, 9 - 11 a.m.

* The two practitioner forums will be the same format/content to provide an option for stakeholders to participate on the date that works best for their schedule.

Interested in participating in a forum?

Send an email to transportation@oregonmetro.gov

Project contacts

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Lidwien Rahman, ODOT project manager
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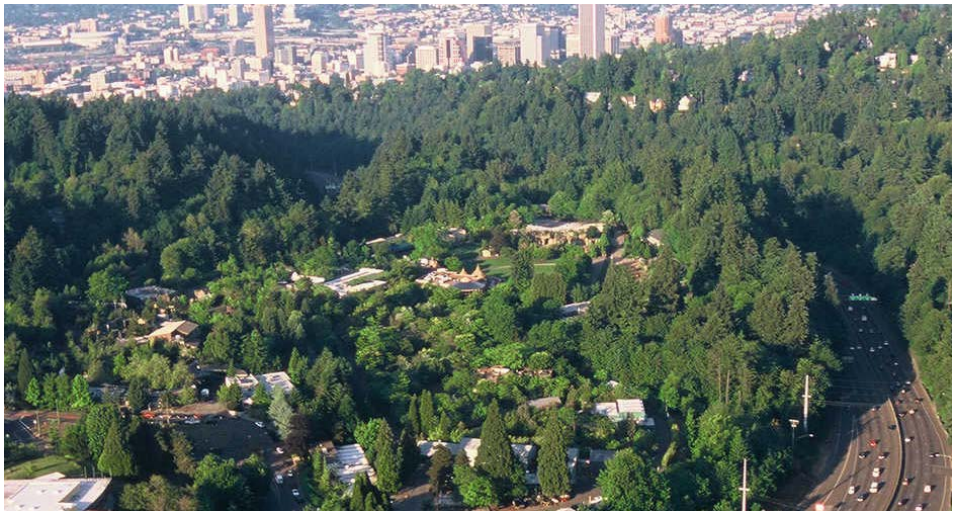
April 6, 2021

Metro

Oregon Department of Transportation



Regional mobility policy update

This joint effort between Metro and the Oregon Department of Transportation will update the way the region defines mobility and measures success.

Project overview

The purpose of this project is to update how mobility is defined and measured in the Regional Transportation Plan (RTP) and local transportation system plans (TSPs), and during the local comprehensive plan amendment process in the Portland area. The updated policy (and associated measures, targets and standards) will guide the development of regional and local transportation plans and studies, and the evaluation of potential impacts of plan amendments and zoning changes on the transportation system.

What is the regional mobility policy?

The region's current mobility policy relies on a vehicle-based measure and thresholds adopted in the RTP and Policy 1F (Highway Mobility Policy) of Oregon Highway Plan (OHP). The measure is referred to as the volume-to-capacity ratio (v/c ratio). As the primary way of measuring vehicle congestion on roads and at intersections, the current measure is used to calculate the number of motor vehicles relative to the motor vehicle capacity of a given roadway during peak weekday travel times (currently defined as being from 4 to 6 p.m.).

Why update the policy now?

We are 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. 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, 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.

Key terms

Policy: a statement of intent and direction for achieving desired outcomes at the regional and system level.

Measure: a metric that is used to set targets and standards and to assess progress toward achieving the policy. The current measure for mobility is defined as a ratio of vehicle volume-to-capacity (v/c ratio).

Target: a specific level of performance that is desired to be achieved within the time horizon of transportation system plans. The RTP and OHP define v/c-based targets of .99 and 1.1

Standard: a performance threshold that is less flexible than a target. ODOT and local governments use the v/c ratio to regulate plan amendments, mitigate development impacts and determine road design requirements at a local or project level.

The 2018 RTP identified the need to update the plan's 20-year old "interim" mobility policy so that it better aligns 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.

There are several reasons why the time is right to begin an update to the mobility policy and associated measures for the Portland region.

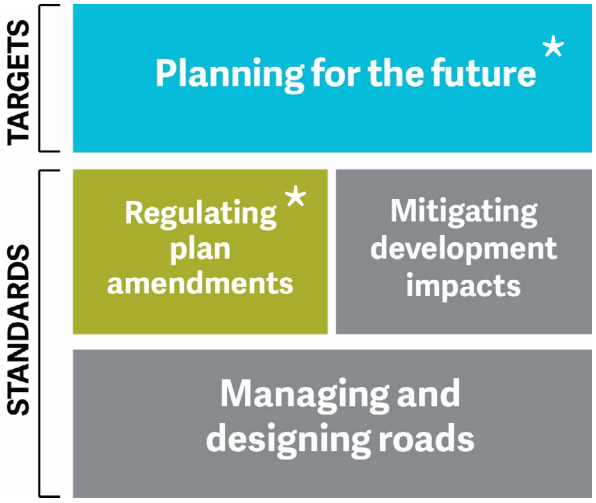
- The current policy and measure focus solely on vehicles and do not measure mobility for people riding a bus or train, biking, walking or moving goods.
- The targets and standards in the current policy do not reflect the fiscal capacity of ODOT and local governments to construct transportation projects necessary to meet the mobility policy. This is especially true in planned growth areas including urban growth boundary expansion areas.
- Projects that are built to the current adopted targets and standards may have undesirable land use, housing, air quality and environmental impacts.
- The 2018 RTP failed to meet the current target, particularly for the region's throughway system, triggering the need to consider alternative approaches for measuring mobility and success under state law.
- The Oregon Transportation Commission (OTC) will be updating the Oregon Transportation Plan and Oregon Highway Plan during the next couple of years and will conduct its own statewide stakeholder engagement process to inform those plan updates. This project provides an opportunity for coordination and for the region to help inform those efforts.

What are our expected outcomes?

The project's primary outcome is to recommend an updated mobility policy, measures and performance targets for the greater Portland region that clearly define mobility expectations for people and goods.

The process will result in policy recommendations to the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Council and the Oregon Transportation Commission (OTC). Pending approval by JPACT and the Metro Council and concurrence from the OTC, the updated policy for the Portland region will be applied and incorporated in the next update to the RTP (due in 2023). The OTC will be asked to consider adoption of the updated mobility policy for the Portland region, including amending Table 7 in Policy 1F (highway mobility policy) in the OHP.

Current uses of the volume-to-capacity ratio in the Portland region



* focus of this update

Planning for the future

Who: Metro, ODOT, cities, counties and consultants.
What: Evaluate traffic performance of roads and intersections given current and projected population and jobs.
When: Updates to transportation system plans (TSPs) and development of corridor or area plans, including concept plans, using thresholds defined in the RTP, OHP and local transportation plans.
Why: Diagnose the extent of vehicle congestion to identify deficiencies and projects to address them, and determine consistency of the RTP with the OHP for state-owned facilities.

Regulating plan amendments

Who: Cities, counties and consultants, in coordination with ODOT.
What: Evaluate the potential impacts of land use zoning changes on roads and intersections, including state-owned roads as required by the TPR during development review.
When: Amendments to land use zoning designations using thresholds defined in the OHP.
Why: Identify mitigation measures to address transportation impacts anticipated from a new or changed land use designation.

Mitigating development impacts

Who: Cities, counties and developers.
What: Collect fees based on the development of or use of land or identify needed transportation project(s) in-lieu of fees. Projects typically include expanding capacity to add new travel lanes, turn lanes and/or signals.
When: Development approval process using thresholds defined in local transportation plans and the OHP.
Why: Mitigate traffic impacts from new development.

Managing and designing roads

Who: Cities, counties, ODOT and consultants.
What: Calculate anticipated volume-to-capacity ratio of project area using thresholds defined in the 2012 Oregon Highway Design manual and criteria in ODOT's 2020 Blueprint for Urban Design for state-owned roads.
When: Operations and project design, including preliminary engineering.
What: Inform the design of roads and intersections, such as the number of travel lanes and turn lanes, and signal operations.

Potential new measures to be explored

The volume-to-capacity (v/c) ratio has been the primary way to measure the region's mobility. We will continue to explore different approaches to applying v/c in addition to other ways to measure the health and success of the transportation system, including:

- Multimodal level of service (MMLOS)
- Level of traffic stress (LTS)
- Pedestrian Crossing Index
- System completeness
- Travel speed
- Accessibility to Destinations
- Hours of congestion/duration of congestion
- Travel Time Reliability (Planning and Buffer Travel Time Indexes)
- Vehicle miles traveled (VMT) per capita
- Travel time

To sign up for project updates and learn more, visit **oregonmetro.gov/mobility**

Project contacts:

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Lidwien Rahman
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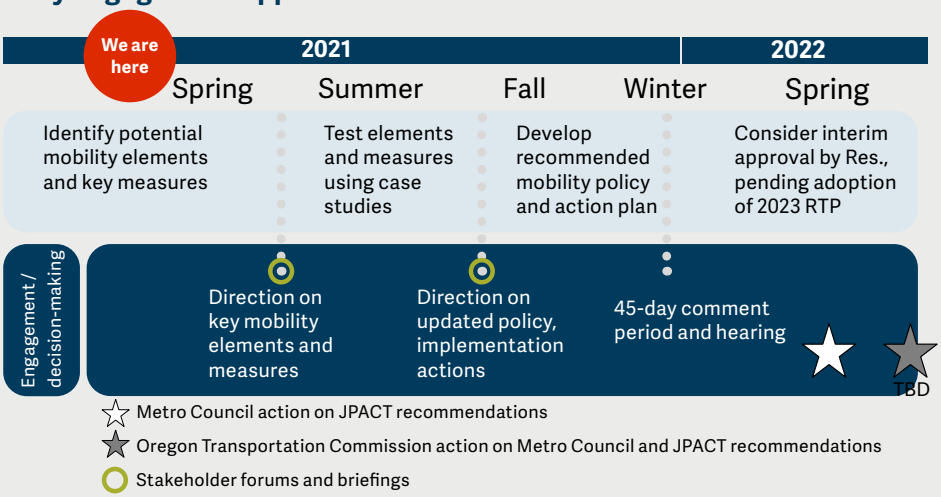
Lidwien.Rahman@odot.state.or.us

Where are we now?

Informed by research and input from stakeholders, the project team has identified five key transportation outcomes that are integral to how we view mobility in the Portland region. This spring, Metro and ODOT are engaging policymakers, practitioners, community leaders and other stakeholders to help shape the potential elements and measures to include in the updated mobility policy. Regional decision-makers will work together to develop the recommended outcomes and measures. In June, JPACT and the Metro Council will be asked to direct staff on the measures to be tested through case studies this summer.

The process to update the regional mobility policy started in 2019 and will continue through spring 2022.

Key engagement opportunities



Next steps

Spring 2021
Report on examples of current approaches

Seek input on potential policy elements and potential mobility measures to test

Summer 2021
Test measures with case studies

Fall 2021
Report findings

Draft policy and implementation plan

Winter - Spring 2022
Public review and refinement

Final policy recommendations go to JPACT, the Metro Council and the Oregon Transportation Commission

Potential Mobility Policy Elements

Access - All people and goods can get where they need to go.

Time Efficiency- People and goods can get where they need to go in a reasonable amount of time.

Reliability- Travel time is reliable or predictable for all modes.

Safety- Available travel options are safe for all users.

Travel Options- People can get where they need to go by a variety of travel options or modes.

Regional Mobility Policy Update

Examples of Current Approaches | Overview

Metro

OREGON DEPARTMENT OF TRANSPORTATION

oregonmetro.gov/mobility

KITTELSON & ASSOCIATES | FEHR & PEERS | APG

April 2021

Introduction

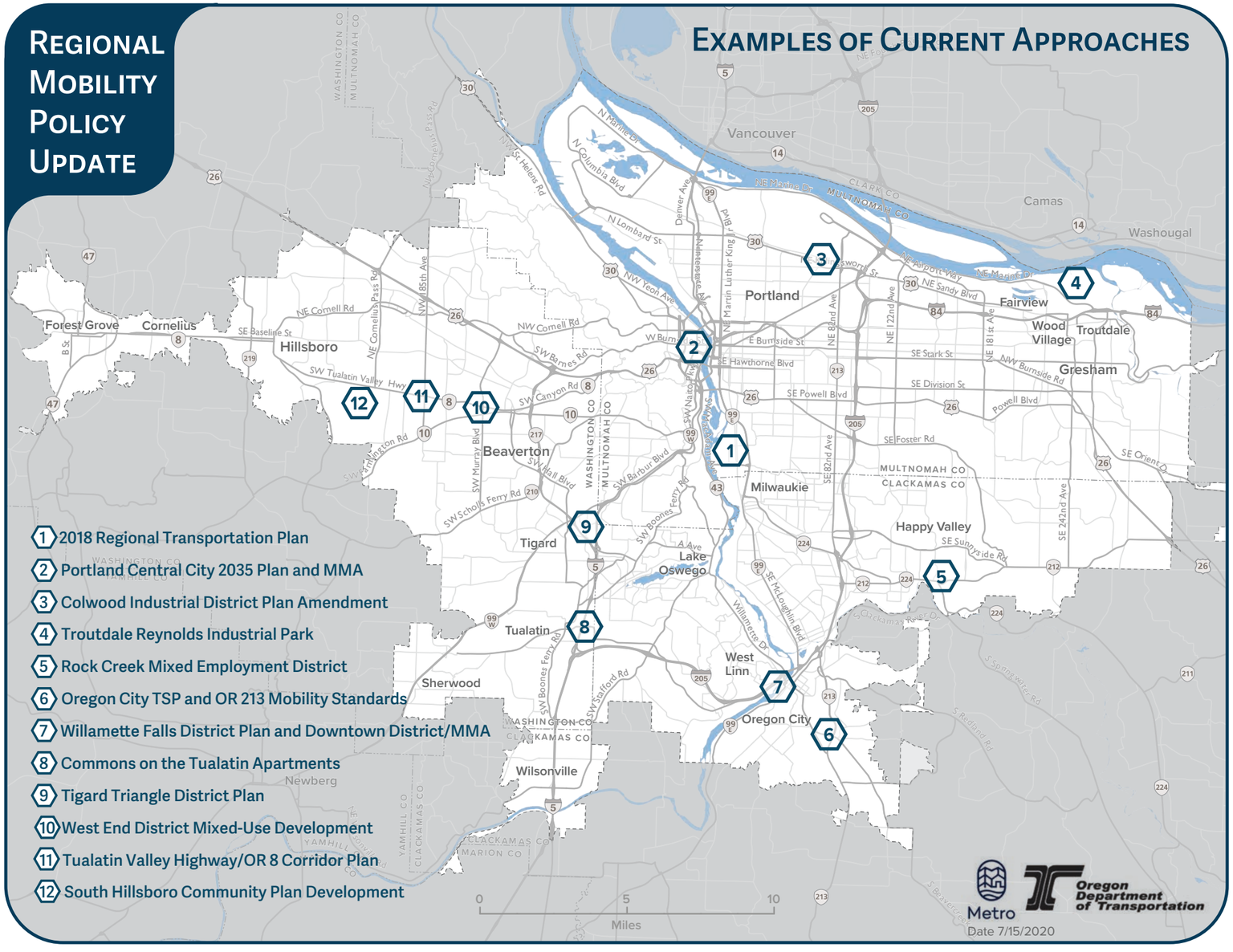
Metro and the Oregon Department of Transportation (ODOT) are working together to update the policy on how mobility is defined and measured in the Portland area in the Regional Transportation Plan (RTP), local transportation system plans (TSPs), and when evaluating the traffic impacts of local comprehensive plan amendments.

The current regional mobility policy (RMP) is contained in both the RTP and the Oregon Highway Plan (OHP) Highway Mobility Policy 1F.

The current policy is vehicle-focused and measures congestion levels using the ratio of the number of vehicles on a roadway (known as volume) during the typical commute time to its vehicle capacity. The measure is known as the volume-to-capacity ratio (v/c).

Since the 1990s, the current regional mobility policy has guided how streets and highways are planned for and managed in communities in the greater Portland area. Policy 1F of the OHP supports and offers flexibility for the region to develop a more comprehensive approach to defining and measuring mobility—that is the focus of this effort.

This overview and the factsheets that follow summarize current practices related to how the mobility policy in the RTP and the OHP are used in different planning applications and identify opportunities for improvement in an updated policy. The factsheets were developed through document review and interviews conducted with agency staff on 12 examples of recent system plans, plan amendments, and development proposals.



System Planning

Under Oregon's land use program, system planning results in a land use decision that integrates land use and transportation to provide long-range direction on the development of transportation facilities and services for all modes to serve adopted land use plans. System planning includes regional and local TSPs, corridor plans, ODOT facility plans, and other area plans.

Current Practice

- The RTP RMP and Table 7 of the OHP Policy 1F v/c measure and thresholds are used as targets in conjunction with other multimodal policies, measures, and targets to define acceptable levels of traffic performance, identify transportation needs where those performance levels are not met, and prioritize transportation investments to meet those needs.

- The RTP and OHP do not provide clear guidance for how to balance multiple policies and needs. Oregon's Transportation Planning Rule (TPR) requires consideration of a number of criteria when developing TSPs, including reducing reliance on any one transportation mode and reducing vehicle miles traveled, but does not set expectations for how to prioritize projects to address needs.

- Other policy objectives and considerations besides meeting adopted v/c targets are taken into account during system planning as well as during project prioritization and when developing the financially-constrained RTP project list.

- The financially-constrained RTP project list developed during system planning serves as the basis for making subsequent plan amendment decisions under the TPR (Section -0060).

- Metro applies the RTP RMP v/c targets on arterial roadway links during development of the RTP, while local governments and ODOT apply the RTP and OHP v/c targets at both the roadway link and intersection levels. The OHP v/c targets are applied to state transportation facilities.

- While projects on ODOT facilities or financed with State or federal money are reflected in the financially-constrained RTP project list, they are not consistently reflected in local TSPs.

- Unlike the RTP, local TSPs are not required to include a financially-constrained project list, though some jurisdictions choose to do so.

Key Takeaways

- V/c is one of many measures being used in system planning and in balance with other policies and measures. However, there is broad support for the updated mobility policy to include a more complete definition of mobility and multimodal measures by which to evaluate whether system plans are achieving desired mobility outcomes.
- Using v/c as the only measure of mobility is not consistent with the current view of mobility being about people and goods, not just motor vehicles. The updated mobility policy and measures need to reflect the many aspects of mobility, including all users' ability to get to the places they want or need to go by a range of modes. Flexibility is needed to apply different approaches in different areas based on land use and transportation contexts and multimodal, functions of transportation facilities.
- The current policy does not uniformly reflect the fiscal capacity of ODOT, Metro and local governments to construct transportation projects necessary to meet the mobility policy targets.
- The updated policy should result in consideration of both policy tools—such as parking management, road pricing, and TDM programs—and multimodal investments as means to achieve the updated policy.
- Establishing mobility measures and targets that can reasonably be achieved in system plans will reduce frustrations with the policy as it is applied to plan amendments.
- The implementation plan for the updated policy should provide guidance for:
  - how to balance and integrate the updated mobility policy with other policies and desired outcomes in TSP and RTP decision-making
  - consistency in how the updated policy is measured
  - consistency in how local jurisdictions include projects on ODOT facilities in their TSPs and what level of funding they should assume in their financially constrained TSP

Examples of Current Approaches (see the pages that follow for details)

01
Regional Transportation Plan (2018)

06
Oregon City TSP and OR 213 Alternative

11
Tualatin Valley Highway Corridor Plan

Plan Amendments

Under Oregon's land use program, plan amendments are city or county land use decisions that change a comprehensive plan or zoning text or map within their boundary. Plan amendments must comply with the TPR (Section -0060). This means a jurisdiction must determine if there are significant impacts to planned transportation facilities, and if so, mitigate those impacts.

Current Practice

- Per TPR 0060, adopted standards of an affected transportation facility or service apply to the evaluation of plan amendments.
- The OHP Policy 1F Table 7 mobility policy v/c thresholds are applied as standards to determine whether the plan amendment has a significant effect on State transportation facilities. The v/c measure is the only adopted measure in ODOTs various modal and topic plans and therefore the only standard that can legally be applied to plan amendments.
- Local governments are required by the OHP and the TPR 0060 to provide notice and coordinate with ODOT on land use changes that have a potential "significant effect" on state transportation facilities. This ensures ODOT is able to participate in decision-making.
- There are a variety of mitigation options available (provided in TPR 0060 and the OHP) to help meet the mobility policy when the OHP Table 7 v/c standard cannot be met on State transportation facilities. However, the process of agreeing on methods and assumptions in pursuing these options can be time consuming and costly.
- The v/c target used during system planning is often not met in many locations within financially-constrained TSPs. This makes it difficult for subsequent plan amendments to meet the adopted mobility standard .

Key Takeaways

- In effect, the OHP v/c standard is more important in plan amendments than during system planning.
- There is consistent agency support for a broader set of mobility measures that can be applied to the determination of significant effects and potential mitigation measures for plan amendments.
- Different measures, targets or methods may be needed for plan amendments versus transportation system plans. The system plan establishes the planned multimodal transportation performance for an area, and a plan amendment should look at consistency with that system plan, not just consistency with the mobility policy, as the primary evaluation method.
- While plan amendments rely upon the local, regional, and state projects adopted in the RTP financially-constrained project list for the traffic analysis, these projects may not be constructed at the time of development. This can be a barrier to development when assumed projects have not been constructed.
- A mechanism for plan amendment applicants to make contributions towards adopted TSP projects is needed, not only on city or county streets but also on State highways.
- Clear guidance on methodologies and assumptions to be used in transportation impact analyses is needed. The updated policy and associated measures and methods should allow consideration and evaluation of the entire range of mitigation strategies listed in TPR 0060 and the OHP, including safety improvements, multimodal improvements, and transportation system and demand management actions. This may require changing local development codes and the ODOT Analysis Procedures Manual.

Examples of Current Approaches (see the pages that follow for details)

02 **Portland Central City 2035 and MMA**

03 **Colwood Industrial District Plan Amendment**

05 **Rock Creek Mixed Employment District**

07 **Willamette Falls District Plan** & Downtown District/ Multimodal Mixed-Use Area

09 **Tigard Triangle District Plan**

12 **South Hillsboro Community Plan Development**

Development Review

Under Oregon's land use program, development review is a city or county process to evaluate development proposals for compliance with the jurisdiction's adopted development code. The process determines if the proposed development is permitted and consistent with those regulations. The complexity of the process varies depending on the size and complexity of the proposed new development being considered, including potential transportation impacts. The development review process and standards for determining compliance vary across jurisdictions.

Current Practice

- While ODOT does not have jurisdiction over development decisions for permitted land uses that do not require a plan amendment, coordination with ODOT is required when direct access to the State transportation system is requested. Many jurisdictions coordinate with ODOT when a development is expected to generate significant traffic on a State highway.
- ODOT applies OHP Policy 1F Table 7 as standards to development review when ODOT has permitting authority for site access and when providing comments to local jurisdictions during public review of the proposed development.
- When development proposals may affect state transportation facilities, ODOT participates in the public review of a development application and may make recommendations about how a land use approval may be conditioned to protect the function and performance of affected State transportation facilities.
- ODOT's comments are frequently based on whether or not the development can meet the v/c mobility targets in the OHP, and may include consideration of impacts to safety, operations and bike, pedestrian, transit and other transportation facilities. The comments on needed improvements are handled differently by each jurisdiction.
- Some local jurisdictions apply OHP Table 7 v/c thresholds as standards for state facilities, but they are not required to. Some jurisdictions apply the v/c thresholds as development requirements whether or not specified in their development code.
- Transportation projects identified in the financially-constrained RTP project list and local TSP are not always funded or in place at time of development.

Key Takeaways

- The implementation plan for the updated policy should clarify local application of OHP Table 7 to development review.
- Local jurisdictions should establish multimodal targets and standards in their plans and implement regulations consistent with the updated RMP, OHP Table 7, and their transportation system plans. The updated RMP and OHP Table 7 could serve as a model for them, with some flexibility to set their own standards for development review.
- There is consistent agency support for a broader set of measures that can be applied to development review.
- Local jurisdictions would like to apply updated multimodal measures and their associated targets and standards to support a proportionality evaluation to help obtain off-site multimodal improvements from developers consistent with their TSPs.

Examples of Current Approaches (see the pages that follow for details)

04 **Troutdale Reynolds Industrial Park**

08 **Commons on the Tualatin**

10 **Beaverton West End District Mixed-Use Development**

Regional Mobility Policy Update

Examples of Current Approaches | Transportation System Plan

Metro

OREGON DEPARTMENT OF TRANSPORTATION

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Example

01

Regional Transportation Plan (2018)
Portland Metropolitan Area, OR

April 2021

Overview

The 2018 Regional Transportation Plan (RTP) is a long-range blueprint that guides local and regional planning and investments for all forms of travel throughout the Portland metropolitan area—motor vehicle, transit, bicycle, walking, and goods and freight movement.

The RTP is outcomes-based. It defines goals, objectives, performance targets, policies and investment priorities to implement the following strategies:

- Climate Smart Strategy
- Transportation System Management and Operations Strategy
- Regional Transit Strategy
- Regional Freight Strategy
- Regional Active Transportation Plan
- Regional Travel Options Strategy
- Regional Transportation Safety Strategy
- Regional Emerging Technology Strategy

The RTP defines what a complete transportation system should look like and how it should be designed, managed and maintained.

Location:
Portland Metropolitan Area

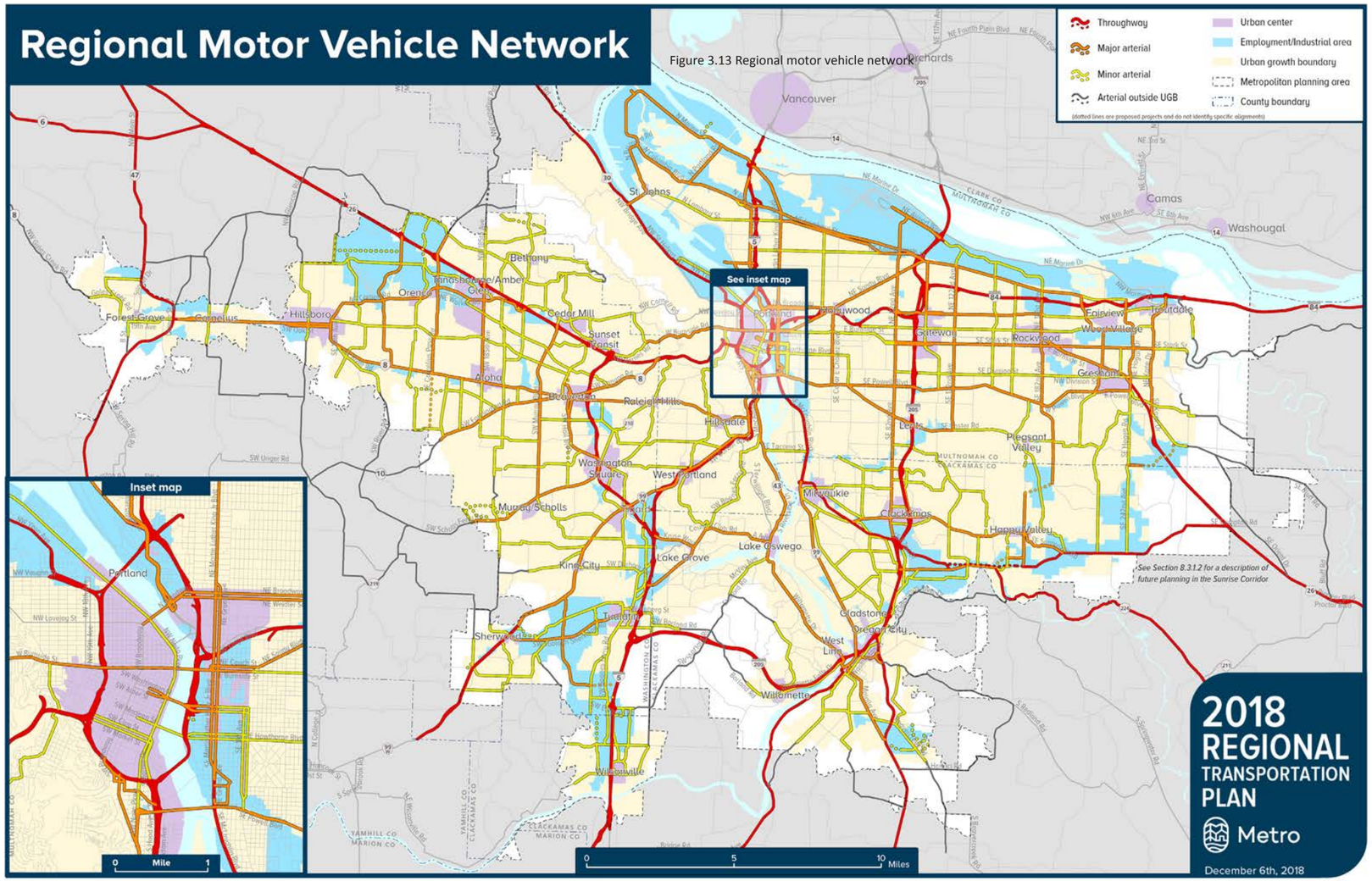
Plan Type:
Regional Transportation System Plan for the Portland metropolitan area

Each of the strategies is accompanied by a map showing the functional classifications or designations of the facilities and services that comprise the regional system relevant to the given mode or topic.

The RTP also establishes the region's federally-required congestion management process and related policies.

Current and future transportation needs and the investments required to meet them are identified in the plan.

The plan also identifies funds the region expects to have available during a 20-year time horizon to build priority investments as well as maintain and operate the transportation system.



NOTE: Throughways are designated in the 2018 Regional Transportation Plan and generally correspond to Expressways designated in the Oregon Highway Plan.

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Overview (cont'd)

In addition to meeting federal requirements, the plan serves as the regional transportation system plan (TSP), consistent with Statewide Planning Goals, the Oregon Transportation Planning Rule (TPR), the Metropolitan Greenhouse Gas Reduction Targets Rule, and the Oregon Transportation Plan and its modal and topical plans.

The plan also addresses a broad range of State and regional objectives, including implementing the following:

- **2040 Growth Concept.** The region's adopted land use plan under State law.
- **Climate Smart Strategy.** The region's adopted strategy for reducing greenhouse gas emissions from cars and small trucks under State law.

The last RTP update was adopted in 2018.

How was the current mobility policy a factor?

The RTP defines mobility as "the ability to move people and goods to destinations efficiently and reliably."

Chapter 2 of the RTP lays out 11 goals and more than 40 objectives that guide the region's transportation planning and decision-making.

The plan includes 16 performance measures that are used to evaluate performance of the overall system.

Goal 4 (Reliability and Efficiency) states "The transportation system is managed and optimized to ease congestion, and people and businesses are able to safely, reliably and efficiently reach their destinations by a variety of travel options."

Objective 4.1 (Regional Mobility) states, "Maintain reasonable person-trip and freight mobility and reliable travel times for all modes in the region's mobility corridors, consistent with the designated modal functions of each facility and planned transit service within the corridor."

The RMP v/c target is one of five key performance measures used to evaluate system performance and progress toward achieving Goal 4 for throughways, arterials, and the regional freight network. Other measures are: freight delay, transit productivity, multimodal travel, and multimodal travel times.

The RMP v/c measure is included in the 2018 RTP in Section 3.5.4 Regional Mobility Policy. The v/c listed in Table 3.6 are used to evaluate roadway congestion. While they can apply to any part or all of the roadway system within the region, they are especially applicable to all State of Oregon-owned facilities. This is because they reproduce Policy 1F of the Oregon Highway Plan, which lists performance targets for statewide operations in Table 6, and for the Portland metropolitan area in Table 7.

The RMP is centered solely on measuring vehicle congestion (v/c). It does not include measures of mobility for transit, biking, or walking.

Outcome

The 2018 RTP found that the region cannot achieve the v/c targets in many locations listed in Table 3.6 within current funding levels or with the mix of investments included in the plan.

Other parts of the RTP and other regional planning policy, including the congestion management process (CMP), define strategies for local governments that wish to move closer to the RMP v/c target. These prioritized strategies aimed at efficient operations, land use, active transportation, managing demand, and other strategies.

The RTP includes a broad set of measures that are not specifically listed in the RMP, many of which address mobility-related performance outcomes.

The RTP also includes a diverse set of policies that help manage current and future travel demand in the system.

Methodologies and Measures

- The 2018 RTP relies on multiple system performance measures and targets to support the region's transportation planning and decision-making.

  Performance measures identify gaps and deficiencies. Performance targets are for tracking progress.

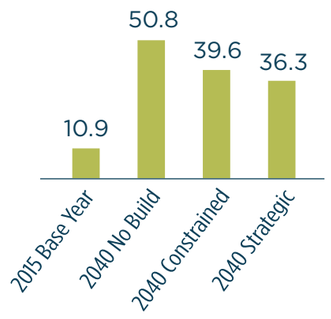
  Chapter 2 of the RTP identifies key system performance measures. These are listed in the table on the next page.
- The RMP sets minimum motor vehicle performance targets (v/c). These targets help planners evaluate the extent of motor vehicle congestion on throughways and arterials at different times of day and determine if there are adequate facilities to meet the region's needs and planned land uses.

  These targets were amended in the Oregon Highway Plan in 2000 and indicate a performance level "deemed acceptable at the time of... adoption."
- The RMP language also states that "the system analysis described in Chapter 7 finds that the region cannot achieve the mobility policy listed in Table 3.6 within current funding levels or with the mix of investments included in the analysis."

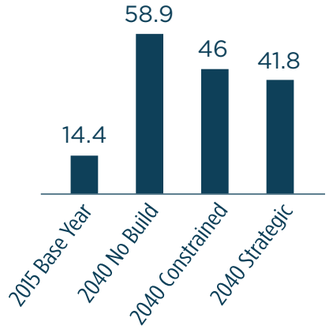
  In practice, the RMP targets listed in Table 3.6 are used to diagnose areas with significant congestion to inform strategies to improve system performance.
- Other parts of the RTP offer potential strategies for moving closer to the RMP v/c targets when the system is built out, or to better manage congestion.

  The Congestion Management Process defined in the RTP motor vehicle policies provides a wide range of strategies focused on community design, incentives, system management/ operations, congestion pricing, active transportation, transit, and street/throughway capacity.

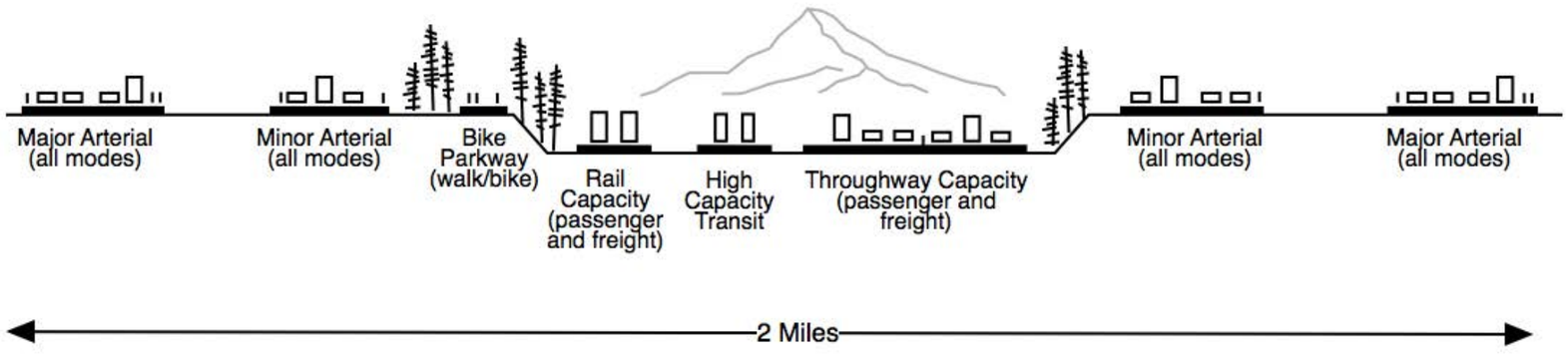
Throughway Network Miles Not Meeting the RMP between 4:00-6:00 PM



Arterial network miles not meeting the RMP between 4:00-6:00 PM



Regional Mobility Corridor Concept



Strengths & Weaknesses of Current Policy/ Approach

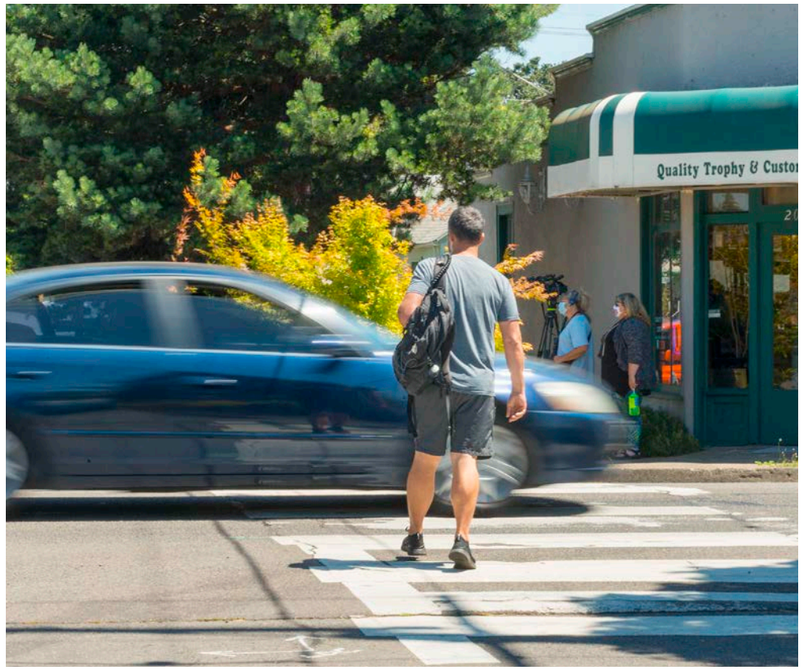
- The RTP is not limited to measuring vehicle congestion or bound to achieve the v/c targets listed in the policy. Because of that, the RTP is not constrained to evaluating the motor vehicle system.
- The current v/c target does not measure mobility for people using transit, biking, or walking. However, the RTP does measure other aspects of mobility, such as system completeness for active transportation; non-single-occupant-vehicle mode share; vehicle miles traveled per capita; transit ridership; and access to jobs, community places, and ports/industry.
- The 2018 RTP failed to show that the roadway system can meet can meet the v/c targets the RMP and Oregon Highway Plan Table 7 within the 20-year planning period.
- The current policy does not reflect the fiscal capacity of ODOT, Metro, and local governments to construct transportation projects needed to meet the mobility policy.

  This is especially true in planned growth areas including urban growth boundary expansion areas.

  Projects built to the current mobility policy may not be consistent with State and regional climate, equity, safety, vehicle miles traveled (VMT), and air quality goals, among others.
- V/c values where volume is greater than capacity are not logical measurements. This condition reflects unmet demand.
- RTP performance targets are tied directly to outcomes-based goals across nine categories, ensuring both the region and local jurisdictions have policy guidance for holistically and equitably improving transportation system performance. These provide more guidance for RTP and TSP development than for the RMP.

Opportunities for Improvement

- The definition of mobility and the measures by which the region evaluates it should be addressed in an updated policy.
- The narrow focus of the v/c measure of "mobility" in the RMP does not adequately reflect the broader mobility corridor concept policy in the RTP.
- The RTP reports findings on how well it performs across many outcomes-based goals and objectives relative to the plan's performance targets.



Source: ODOT

These outcomes-based goals and objectives (and associated measures) can be used to help design an updated RMP that holistically addresses more mobility elements beyond just vehicle congestion.

Source: ODOT

Source: ODOT

Key System Performance Measures

1 VIBRANT COMMUNITIES
- Access to transit
- Access to community places

2 SHARED PROSPERITY
- Access to jobs
- Access to industry and freight facilities
- Multimodal travel
- Affordability
- Access to bicycle and pedestrian parkways

3 TRANSPORTATION CHOICES
- Mode share
- System completeness
- Access to transit
- Access to bicycle and pedestrian parkways

4 RELIABILITY & EFFICIENCY
- Multimodal travel
- Multimodal travel times
- Congestion
- Freight delay
- Transit productivity

5 SAFETY & SECURITY
- Crashes (fatal and severe injury)

6 HEALTHY ENVIRONMENT
- Potential habitat impact
- Potential historical resources impact
- Potential tribal lands impact

7 HEALTHY PEOPLE
- Public health
- Clean air

8 CLIMATE LEADERSHIP
- Greenhouse gas emissions
- Vehicle miles traveled
- Climate smart implementation

9 EQUITABLE TRANSPORTATION
- Access to transit
- Access to jobs
- Access to community places
- System completion
- Affordability

10 FISCAL STEWARDSHIP
- Infrastructure condition
- Sustainable funding

11 TRANSPARENCY AND ACCOUNTABILITY
- Meaningful engagement
- Performance-based planning

The Regional Mobility Policy Update is a joint effort between Metro and ODOT. Additional information is available at **oregonmetro.gov/mobility**.

Updated April 14, 2021.

Regional Mobility Policy Update

Examples of Current Approaches | Legislative Plan Amendment

Metro

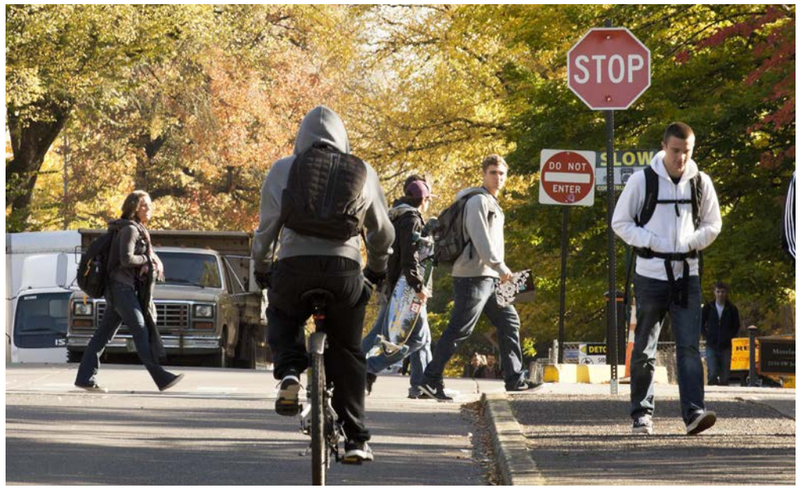
OREGON DEPARTMENT OF TRANSPORTATION

oregonmetro.gov/mobility

Example

02 Central City 2035 and MMA Portland, OR

April 2021



Source: ODOT

Location:
Portland, OR
Multnomah County

Plan Type:
Legislative Plan Amendment

Overview

In 2016, the City of Portland adopted an update to its comprehensive plan. Central City 2035 (CC35) was developed as the first amendment to the comprehensive plan. In adopting CC35 as an amendment, the City also designated the Central City as a Multimodal Mixed-Use Area (MMA), a designation provided for in the TPR.

Within a designated MMA, local governments are no longer required to consider traffic congestion as a performance measure when evaluating plan amendments. Evaluation of traffic safety and operations remains a requirement.

By designating the Central City as an MMA, the City was able to shift evaluation of its transportation system's performance away from focusing purely on congestion for motor vehicle travel to consider, measures for safety, climate change, access to destinations and equity.

The MMA designation was adopted with ODOT concurrence. ODOT was a partner in the evaluations and assessments leading to the designation, including a substantial role in technical analysis.

The written concurrence between Portland and ODOT included specific transportation investments needed to address identified safety deficiencies, as well as procedures for review and adoption of future plan amendments.

The TPR requires the following characteristics for MMA designation:

- High-quality connectivity to and within the area by modes of transportation other than the automobile
- A denser level of development of a greater variety of residential, office, retail, restaurants, public, open space, civic and cultural uses than in surrounding areas
- A plan and implementing measures to encourage and maintain these multimodal mixed-use characteristics through development standards
- An understanding that increased automobile congestion within and around the MMA is acceptable as a potential trade-off for achieving these multimodal mixed-use characteristics

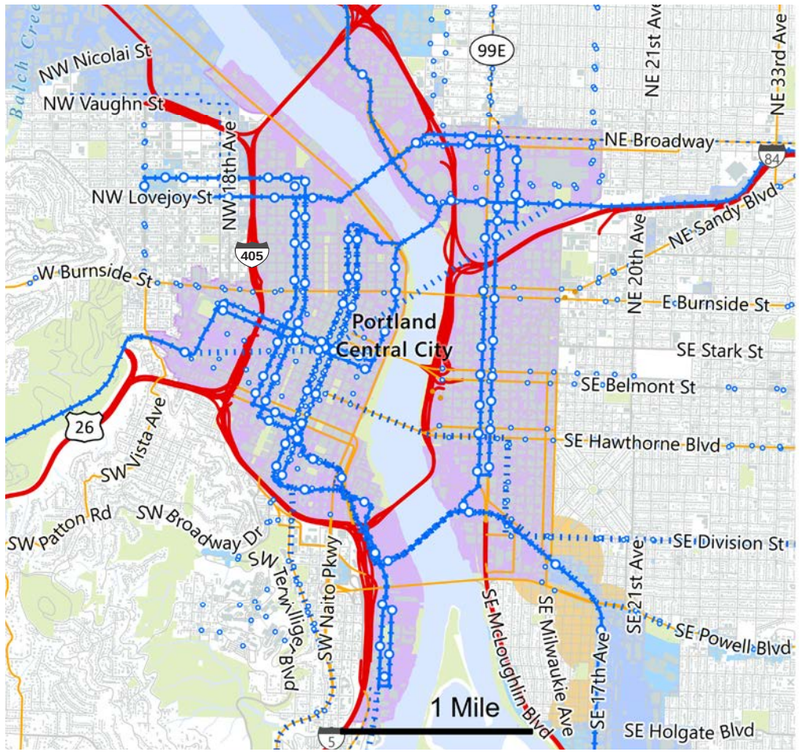
Outcome

CC35 was adopted as a legislative amendment with ODOT concurrence, enabling the City to pursue more dense development in the Central City, served by a robust network of multimodal transportation options.

A written agreement between ODOT and the City of Portland affirms the City's understanding that the MMA designation is an acknowledgment that increased congestion will no longer be evaluated in determining "significant effect," for plan amendments but that safety considerations still apply.

The agreement identifies specific projects to be added to the City's transportation system plan. The roadway projects were identified to address potential queuing at ramp interchanges, which can be a safety deficiency if queues spill back onto the freeway travel lanes.

Portland Central City



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Source: Oregon Department of Transportation

Outcome (cont'd)

These projects include:

- **SE Yamhill at SE Water Avenue Traffic Improvements**, to install a signal at the intersection to reduce queue length and provide advanced warning sign of queues at exit ramp
- **SW Broadway Traffic Improvements**, which would improve SW Broadway and other surface streets to reduce vehicle queue on the I-405 SB Exit Ramp that connects to SW Broadway
- **I-405/NW Glisan Traffic Improvements**, which would reduce queues on the exit ramp
- **I-405 Safety Study**, in the transportation system plan studies list, which involves developing conceptual designs for I-405 ramps to improve safety and reduce weaving conflicts
- A number of bicycle and pedestrian safety improvements were also added

The MMA substantially removes many of the traditional traffic analyses required for plan amendments. The written agreement between ODOT and the City lays out a new 10-step process for evaluating plan amendments.

Some notable steps include specific trip generation thresholds for determining significant effect and guidance on procedures for conducting queuing analysis. The agreement also makes a distinction between legislative (where the local government is the applicant) and quasi-judicial (where a development interest is the applicant) for plan amendments that require mitigation:

- **Legislative:** Provide ODOT approved mitigation or do not proceed with legislative change. Mitigation could include, but may not be limited to, physical improvements with implementation agreement, City agreement to operational changes, use or floor area ratio restrictions, addition of projects to the transportation system plan; project list and/or Regional Transportation Plan project list.
- **Quasi-judicial:** Provide ODOT approved mitigation or deny quasi-judicial change. Mitigation could include, but may not be limited to, physical improvements, operational changes, or approval conditions.

How was the current mobility policy a factor?

The Oregon TPR, Section -0060 requires local governments to take coordinated measures if an amendment to an acknowledged comprehensive plan would significantly affect an existing or planned transportation facility. The OHP Policy 1F identifies the mobility targets (v/c) for congestion on state facilities. Nine state roadways fall within the proposed Central City MMA:

- Interstate 5
- SE McLoughlin Boulevard (OR 99E)
- Interstate 84
- SW Naito Parkway/SW Barbur Boulevard (OR 99W)
- Interstate 405
- SW Macadam Avenue (OR 43)
- Sunset Highway (US 26)
- Lower Columbia River Highway (US 30)
- SE Powell Boulevard (US 26)

Under the 2012 amendments to the TPR, this amendment was pursued to be in compliance with the MMA designation, effectively waiving or bypassing the OHP mobility standards. The process and analysis, including coordination with ODOT and obtaining ODOT concurrence, was consistent with the TPR and OHP policy and requirements.

The regional mobility policy is not a factor in plan amendments.

Source: ODOT

Source: ODOT

Source: ODOT

Methodologies & Measures

The evaluation of potential traffic and mobility under the MMA designation focused on traffic safety, multimodal access, and travel demand characteristics for the proposed study area.

Travel demand analysis was conducted for the base and forecast years.

Travel demand was estimated using the Metro RTP demand model (financially constrained) to estimate land use characteristics, trip demand, mode split, and vehicle miles traveled (VMT) per capita in the MMA area.

A summary of the daily VMT estimates is shown in the table below. The table compares base year (2010) and future (2035) VMT for the MMA area for citywide and regional VMT.

The table shows that overall VMT is expected to decline substantially in the Central City, while it shows a modest reduction citywide and virtually no change regionally. This reflects a greater efficiency of central city growth with respect to daily travel needs.

Daily VMT Per Capita

	2010	2035
MMA area (Central City)	7.5	5.4
Citywide	12	11.4
Regional	15	15

Safety analysis

The assessment of safety risk factors on these highways focused on five potential contributing factors:

- Speed differential
- Weaving distance
- Merging distance
- Driver expectation
- Gap acceptance

ODOT and Portland Bureau of Transportation (PBOT) also conducted a comprehensive inventory of access at key portals of the City, including bicycle and pedestrian connections as well as a crash analysis.

Strengths & Weaknesses of Current Policy/ Approach

- The MMA designation allows the City to plan for growth and development with a focus on local goals of climate, equity, safety, and access to destinations.
- A collaborative approach with ODOT gave both state and local agencies an opportunity to consider priority issues. The written agreement gives ODOT some assurance that safety-related projects will be addressed in transportation planning and future plan amendments.
- With nine state highways going through and around this area, ODOT worked closely with PBOT to support the analysis. ODOT conducted much of the analysis, including the queuing at the off-ramps, and funded the City's multimodal and land use analysis through a Transportation Growth Management grant.
- ODOT's perspective was that the MMA was new and if it was going to work anywhere, the Central City should be an example. But they were very careful and comprehensive in their analysis, and have a clear, written agreement of understanding.
- A possible weakness of this approach is the need for comprehensive analysis and coordination. This is probably appropriate for a large, dense area with multiple freeway interchanges, but likely the approach could be right-sized for smaller cities.

Opportunities for Improvement

- No specific opportunities were identified; however, it was noted that a more streamlined process may help with application of this approach for smaller areas and jurisdictions.

Source: ODOT

Local Partner

Working together to help update how the region defines mobility and measures success in the greater Portland region.

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Updated April 14, 2021.

Regional Mobility Policy Update

Examples of Current Approaches | Quasi-Judicial Plan Amendment

oregonmetro.gov/mobility

Example 03

Colwood Industrial District Plan Amendment
Portland, OR

April 2021

Source: Portland Parks and Recreation

Location:
Portland, OR
Multnomah County

Plan Type:
Quasi-Judicial Plan Amendment

Overview

This 2013 quasi-judicial plan amendment to the City of Portland Comprehensive Plan rezoned a 48-acre portion of the Colwood National Golf Course site near Portland International Airport. The Open Space designation and zoning was changed to Industrial Sanctuary designation and General Industrial zone. Under the proposed amendment, approximately 90 acres of the golf course site would retain the Open Space designation and zoning.

This site was annexed from Multnomah County in 1986, which initiated a string of land use actions, including a 2008 amendment proposal that would have allowed industrial development. The 2008 amendment was denied by Portland City Council after a determination that the approval criteria for a Comprehensive Plan amendment were not met.

The 2013 amendment was seen as a "redo" of the 2008 submittal with a new proposal for a park, improved habitat and other environmental mitigations, and an increase in Open Space. This resulted in considerably lower expected trip generation than in the initial proposal.

Outcome

The amendment was conditionally approved by the City of Portland with ODOT support. In addition to the City's required frontage improvements and systems development charges paid at the time of permitting, the applicant was required to complete three intersection projects aimed at improving traffic operations:

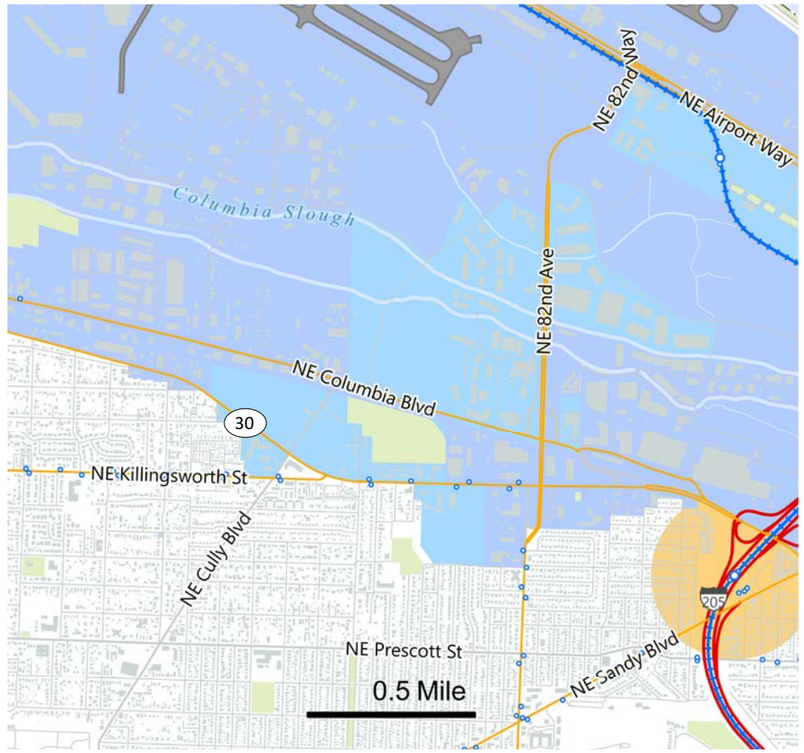
- **NE Alderwood Road/ NE Cornfoot Road:** Add a separate northbound left-tum lane.
- **NE Alderwood Road/NE 82nd Avenue:** Convert the existing eastbound right-tum lane into a shared through/right lane and modify traffic signal to accommodate the conversion.
- **NE Killingsworth Street/ Interstate 205 Southbound Ramps:** Provide a free-flowing eastbound right-tum movement onto the I-205 southbound on-ramp.

How was the current mobility policy a factor?

Transportation Planning Rule Section -0060 (TPR 0060) requires that proposed plan and land use regulation amendments be consistent with the identified function and capacity of existing and planned transportation facilities.

TPR 0060 includes criteria for identifying significant effects of plan or land use regulation amendments on transportation facilities. Because the site is near two ODOT facilities (NE Killingsworth Street and I-205), the plan amendment was subject to the mobility policy v/c standards in Table 7 of Policy 1F of the Oregon Highway Plan (OHP).

Middle Columbia Corridor Area



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Source: Prosper Portland

Current Mobility Policy (cont'd)

For interchanges, the OHP has a more restrictive standard (i.e., a lower v/c) than for other roads. The OHP, page 76, states the following:

- *Although an interchange serves both the mainline and the crossroad to which it connects…(t)he main objective is to avoid the formation of traffic queues on off-ramps which back up into the portions of the ramps needed for safe deceleration from mainline speeds or onto the mainline itself. This is a significant traffic safety concern. The primary cause of traffic queuing at off-ramps is inadequate capacity at the intersections of the ramps with the crossroad….Therefore, the better indication is a maximum volume-to-capacity ratio for the ramp terminals of interchange ramps that is the more restrictive volume to capacity ratio of either the crossroad, or 0.85.*
- *At an interchange within an urban area the mobility target used may be increased to as much as 0.90 v/c, but no higher than the target for the crossroad, if:*
  - *It can be determined, with a probability equal to or greater than 95 percent, that vehicle queues would not extend onto the mainline or into the portion of the ramp needed to safely accommodate deceleration; and*
  - *An adopted Interchange Area Management Plan (IAMP) is present, or through an IAMP adoption process, which must be approved by the Oregon Transportation Commission.*

Amendments to the TPR in 2012 added Section 2e, allowing local governments to consider a "balancing test," whereby they may approve a plan amendment even when the performance standard might not be met.

If a local government determines that the performance standard cannot be met, it can approve a plan amendment on the condition that alternative improvements be made, such as projects at a different location or for a different mode, provided there is benefit to the system as a whole.

Methodologies & Measures

The traffic impact analysis for this proposed plan amendment included traditional metrics, including trip generation estimates, intersection operations and queuing analyses. Intersection capacity projects were required at two locations:

- **NE Alderwood Road/ NE Cornfoot Road:** Add a separate northbound left-tum lane.
- **NE Alderwood Road/NE 82nd Avenue:** Convert the existing eastbound right-tum lane into a shared through/right lane and modify traffic signal to accommodate the conversion.

The City of Portland review also included comprehensive plan policies to improve conditions on arterials and local streets for pedestrians, bicyclists and transit riders. The review found that the planned frontage improvements and a planned off-street trail met those policy objectives.

For the state roadways, findings were made using TPR 0060-2e. The traffic impact analysis found that the NE Killingsworth/ Southbound I-205 ramp intersection would not meet mobility standards in the Oregon Highway Plan. However, under TPR 0600-2e, a planned safety improvement at the intersection was found to have sufficient systemwide benefit.

Specifically, construction of a third on-ramp meter lane to southbound I-5 from NE Killingsworth was found to improve automobile and freight movement for industrial and commercial uses throughout the Columbia Corridor. These benefits were anticipated to balance the significant effect, even though improvements would not result in meeting OHP performance standards.

Strengths & Weaknesses of Current Policy/ Approach

- A benefit of the overall approach was that the traffic impact analysis, traditional mobility standards and other policies were used to require roadway capacity projects at two local street intersections, along with multimodal improvements to the system.

  On the State system, the application of TPR 0060-2e provided flexibility for the City to work with ODOT to identify a project that could meet ODOT's safety goals and gain their support for the proposal, even though the OHP mobility standard would not be met.
- The flexibility provided by the TPR enabled officials to prioritize broader community goals, such as safe operations and economic development, when considering transportation impacts from development activity that ordinarily would not be acceptable.

Opportunities for Improvement

- The ongoing revision of the City's mobility standards should better align them with the City's multimodal policies.
- The updated mobility policy and measures should provide more clarity on how to make findings that shift focus from traditional "traffic" impacts to "transportation" impacts, focusing first on safety and operational impacts and impacts to other modes, including freight, to meet broader goals.

Local Partner

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Updated April 14, 2021.

Regional Mobility Policy Update

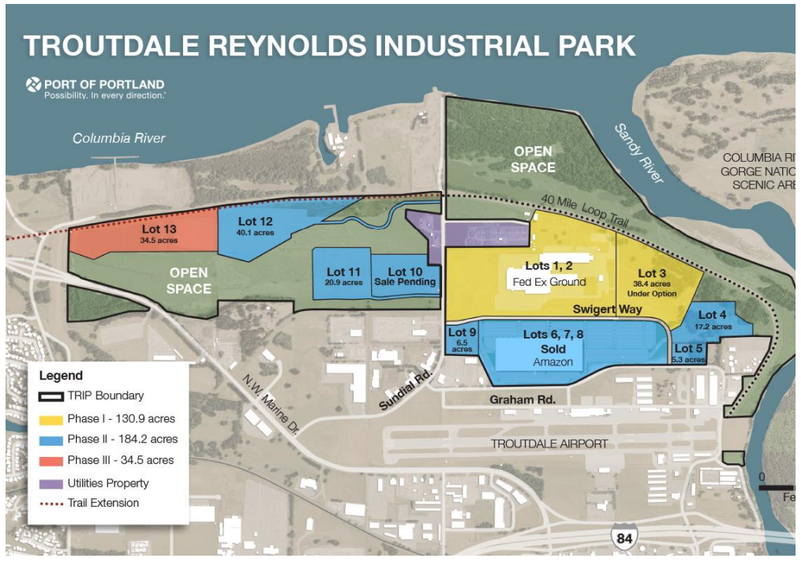
Examples of Current Approaches | Development Review

oregonmetro.gov/mobility

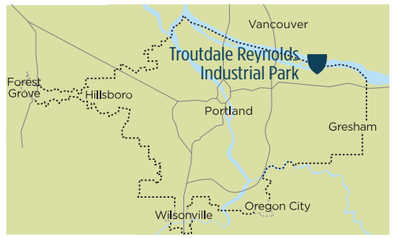
Example

04 Troutdale Reynolds Industrial Park Troutdale, OR

April 2021



Source: Port of Portland



Location:
Troutdale, OR
Multnomah County

Plan Type:
Development Review

Overview

The Troutdale Reynolds Industrial Park (TRIP) is a 700-acre brownfield redevelopment site with a mix of industrial and natural resource areas. Approximately 350 acres are available for industrial uses. The site was designated by the U.S. Environmental Protection Agency as a Superfund site in 1994.

The property has direct access to Interstate 84 and is near Interstate 205 and the Portland International Airport.

The Port of Portland purchased the property in 2007 for redevelopment. The Port worked with the City of Troutdale and ODOT to gain approval of a three-phase development master plan, with traffic impact studies conducted in 2007 and 2012. Individual development projects have also provided their own traffic impact studies. Meanwhile, ODOT developed an Interchange Area Management Plan (IAMP) with the City. The IAMP was finalized in 2011.

Outcome

Most of the projects identified in the IAMP have been completed. This has supported the roadway capacity needed for site development and improved freight access. While there is still room for additional development, all three phases of the TRIP master plan have had substantial development.

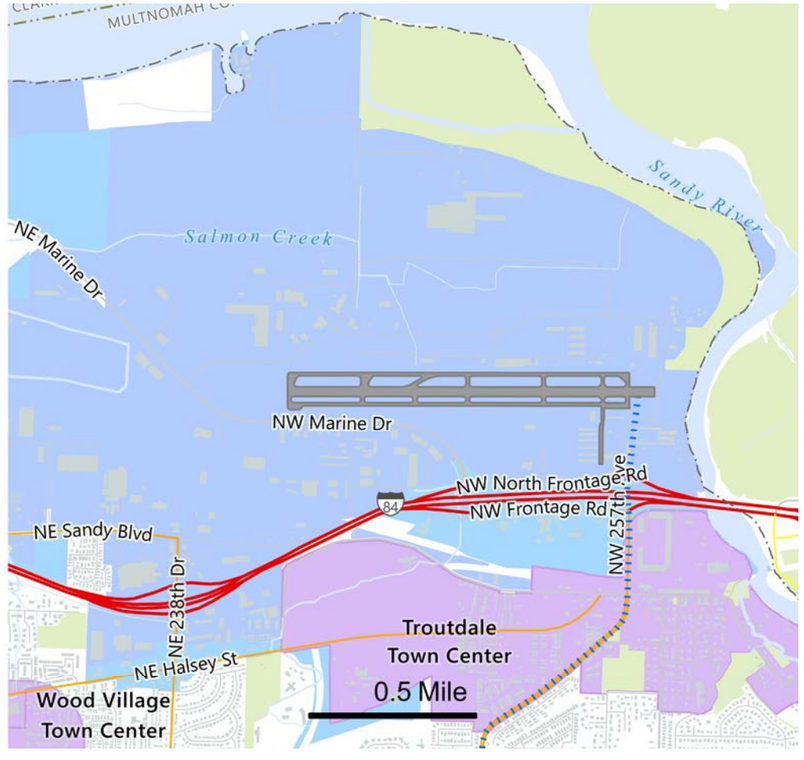
How was the current mobility policy a factor?

The RMP does not apply to development review. However, ODOT reviewed the development master plan and applied the mobility targets in Policy 1F of the Oregon Highway Plan because ODOT has permitting authority for site access. ODOT also provided comments to local jurisdictions on an individual proposed development.

As noted above, traffic analyses were completed in 2007 (Phase 1) and 2012 (Phases I and II). The studies evaluated intersection operations using the Oregon Highway Plan volume-to-capacity (v/c)-based standards for existing conditions (year 2006 or 2010 were used) and future conditions (year 2015).

For intersections with planned improvements (Interstate 84 interchange ramps), ODOT utilized standards from the Oregon Highway Design Manual. These standards apply to the design of capital projects and are more rigid than the mobility standards in the OHP.

Troutdale Reynolds Industrial Park Vicinity



KITTELSON & ASSOCIATES FEHR PEERS APG

Source: Metro

Methods and Methodologies

The 2012 Transportation Impact Analysis (TIA) described evaluation of 10 intersections, including four at the I-84/ Marine Drive and I-84/Graham Road interchanges. These ramp intersections were evaluated according to the v/c standard documented in Policy 1F of the Oregon Highway Plan.

The TIA evaluated weekday morning and evening peak hour traffic conditions, including v/c and level of service (LOS), which corresponds to average delay. These analyses are consistent with the methodologies outlined in the *Highway Capacity Manual*.

ODOT was developing improvements for three of the four interchange ramp intersections as part of an IAMP.

Funding for these improvements was programmed in the STIP; therefore, the analysis assumed that these improvements would be in place before Phase 2 was constructed.

The analysis also assumed the improvements would meet standards established in the Oregon Highway Design Manual (HDM). Because of the planned capital investments at the three intersections, the HDM's 0.75 v/c design standard was applied. For the remaining ramp intersection, the Oregon Highway Plan (OHP) 0.85 v/c standard was applied.

Strengths & Weaknesses of Current Policy/ Approach

- The costs and complexity of the interchange improvements necessitated construction of the needed facilities at the outset rather than via incremental improvements. Accordingly, project designers applied the more rigid HDM v/c standard to ensure that the new facilities could facilitate short and long-term freight mobility.
- The transportation impact analyses did not include evaluation or recommendations for safety, transportation demand management, transit or active transportation modes. While, freight mobility is a priority, the industrial area is also a significant employee destination and there is a desire to improve employee access with safe active transportation options and transit investments.

Opportunities for Improvement

- Consider expanding analysis of traffic impacts to address safety and employee access to jobs, transit, and active transportation options.
- Provide guidance on how agencies can implement transportation demand management activities while growing transportation infrastructure and services.

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THE CITY OF TROUTDALE OREGON EST. 1907

PORT OF PORTLAND

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Updated April 14, 2021.

Regional Mobility Policy Update

Examples of Current Approaches | Legislative Plan Amendment

Metro

OREGON DEPARTMENT OF TRANSPORTATION

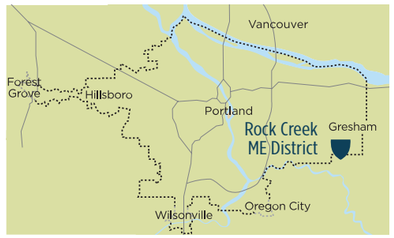
oregonmetro.gov/mobility

Example

05 Rock Creek Mixed Employment District
Happy Valley, OR

April 2021

Source: Wikimedia Commons, by Esprqii



Location:
Happy Valley, OR
Clackamas County

Plan Type:
Legislative Plan Amendment

Overview

The City of Happy Valley amended its comprehensive plan in 2008, creating the Rock Creek Mixed Employment (RC-ME) development district on land brought into the urban growth boundary in 2002. In 2011, the City conducted an Economic Opportunity Analysis (EOA) to adjust strategies for possible land uses in the area and modified the land use designation from Industrial Campus to Mixed Use Employment and Institutional and Public Use through a public planning process.

The City conducted a traffic analysis in 2012 that concluded the surrounding transportation system could accommodate the land use changes. As was customary, they assumed in their analysis of future traffic (2035) conditions, construction of projects listed in the Regional Transportation Plan (RTP) Strategic project list, including Sunrise Phase II, a major highway project.

The analysis revealed that traffic at the intersection of 172nd Avenue withOR 212 would exceed mobility standards in the 2035 horizon year based on both existing and proposed zoning. Notably, the proposed changes to zoning would not further degrade performance as measured by v/c. Therefore, no additional transportation analysis or mitigation was required.

However, Section -0060 of the Oregon Transportation Planning Rule (TPR) had recently been amended to require that for planned projects in a metropolitan area to be assumed in a traffic impact analysis, the project must be in the RTP Financially Constrained project list. At the time of the plan amendment, the construction phase of the Sunrise Phase II project was not in the RTP Financially Constrained project list and therefore could not be included in the analysis. ODOT requested the City conduct additional analysis without the Sunrise Phase II project.

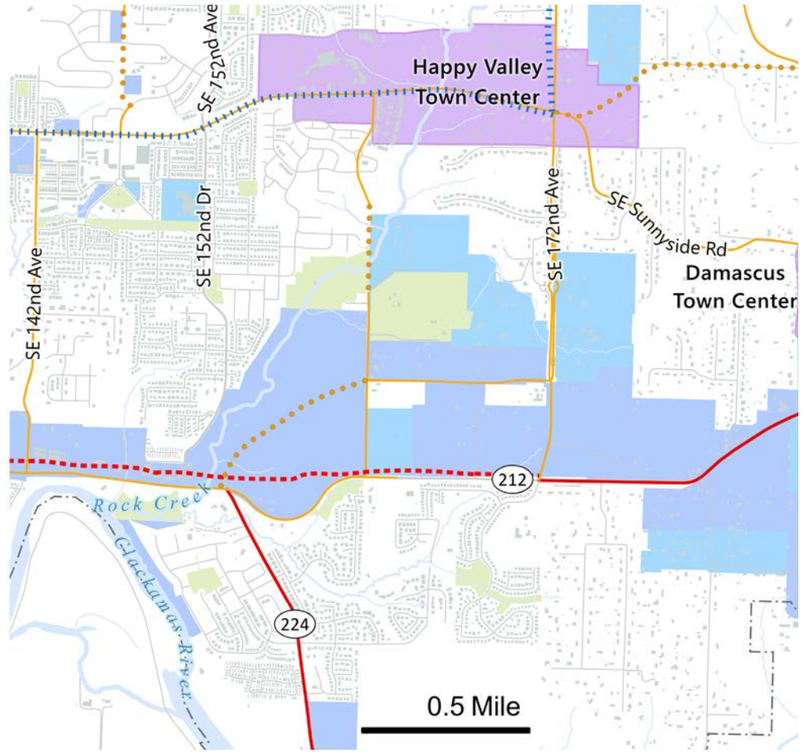
The updated traffic analysis without the Sunrise Phase II concluded that the TPR adequacy standard could not be met and therefore the area could not be fully developed in the short term without substantial additional investment in transportation infrastructure. ODOT agreed to deferring future traffic impact analyses to when a master plan for the area was developed. Since then, an interim four-lane Sunrise Phase II construction project has been adopted in the RTP Financially Constrained project list. Now the development of this area as well as any future plan amendments in the vicinity can assume construction of the interim Sunrise Phase II project in its analysis.

Outcome

The City adopted the RC-ME development district in 2008 and the comprehensive plan/ zone map amendment was approved in 2012.

The traffic analysis supporting the action concluded that the RC-ME district could not be developed to its full potential in the short term, that substantial additional investment in transportation infrastructure was needed to provide adequate capacity, and that deferring future detailed traffic impact analyses to a master plan process was acceptable.

Rock Creek Mixed Employment District



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Source: Wikimedia Commons, by Adam Luchini

Outcome (cont'd)

The City adopted the RC-ME zone change with a vehicle trip cap agreement to optimize the urban development potential of the land in the area; no commitments or specific plans were made to address identified mobility issues on OR 212.

How was the current mobility policy a factor?

The 2008 and 2012 actions were plan amendments, requiring traffic impact analyses related to Oregon TPR Section -0060 requirements.

The original traffic analyses assumed the planned Sunrise Corridor project would be completed.

In 2008, the City included the Sunrise Phase II within the future background conditions, and determined there was no significant effect and the transportation system was adequate. On this basis, the action would have required no additional transportation analysis or mitigations.

However, consistent with 2012 amendments to the TPR, the subsequent analysis of future conditions without the planned Sunrise Corridor project showed that the transportation system would not have adequate capacity to meet the standards identified in the Oregon Highway Plan (OHP) mobility policy, Policy 1F. The City worked with ODOT to identify a vehicle trip cap that established a limit on development in order to meet the OHP mobility standard. When a vehicle trip cap is agreed upon as a mitigation measure for a plan amendment, development can only occur up to that vehicle trip cap level of traffic.

Methodologies and Measures

The Metro travel demand model created the basis upon which future traffic volumes were estimated. Trip generation was estimated for the anticipated reasonable worst case development for the site, which is consistent with TPR practices.

The analysis evaluated transportation performance relative to the mobility standards in Policy 1F and associated Table 7 of the OHP, which utilizes v/c as the performance standard when evaluating plan amendments.

The mobility standard for the 172nd Avenue/OR 212 intersection is a maximum v/c of 0.99. The analysis was conducted according to ODOT's Analysis Procedures Manual. No substantial analysis or metrics to evaluate multimodal mobility were identified through planning document review or interviews with agency staff.

Strengths & Weaknesses of Current Policy/ Approach

- The TPR requires planned transportation systems to be adequate to meet the needs, of planned land uses. Adequacy is defined by local, regional and state performance standards, depending on who owns the facility or service. When a comprehensive plan amendment is proposed, adopted adequacy standard(s) apply. Because most comprehensive plan and zoning designations allow a wide range of land uses, especially in commercial and mixed use zones, a practice has emerged of doing the TPR -0060 traffic analysis based on "reasonable worst case" land uses regardless of what development subsequently occurs.
- Where the transportation forecast showed the system would not meet mobility standards for OR 212, a vehicle trip cap was used to limit development to ensure compliance with the mobility standard in the OHP. In this example, the RC-ME district could not be developed to its full potential in the short term. Development projects have been stalled or abandoned because developers cannot meet the trip caps imposed on the parcels in this area.
- The original traffic analysis in 2008 was able to assume the planned Sunrise project, which the City considered regional in scale and beyond the funding capacity of local government and developers. TPR amendments in 2012 in effect changed what could be assumed in the traffic analysis. Prior to 2012, TSPs and subsequent comprehensive plan amendments and zoning changes could assume projects on the RTP Strategic list to demonstrate consistency with the TPR -0060.
- Shifting from a vehicle-focused volume/capacity measure to multimodal mobility measures may not make a difference at an intersection like 172nd Avenue/OR 212 because the area is currently auto dependent with limited street connectivity and transit and active transportation options.

Opportunities for Improvement

- Analysis methods and practices for evaluating transportation impacts of plan amendments should be broadened to include consideration of vehicle trip reduction strategies, transportation system, and demand management strategies, transit and active transportation.
- Adequate funding mechanisms are necessary to build multimodal investments that are needed to adequately serve planned land uses in the urban area.
- A mechanism to require plan amendment applicants to make contributions towards adopted TSP projects is needed, not only on city or county streets but also on State highways.

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HAPPY VALLEY, OR EST. 1965

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Regional Mobility Policy Update

Examples of Current Approaches | Transportation System Plan

Metro

OREGON DEPARTMENT OF TRANSPORTATION

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Example

06 Oregon City TSP and OR 213 Alternative Mobility Target Oregon City, OR

April 2021

Source: Wikimedia Commons, by Akampfer

Location:
Oregon City, OR
Clackamas County

Plan Type:
Transportation System Plan and subsequent amendment (alternative mobility target)

Overview

In 2013, Oregon City updated its Transportation System Plan (TSP). The previous TSP had been adopted in 2001.

Among the changes between the 2001 TSP and the 2013 TSP was the inclusion of the Thimble Creek (Beavercreek Road) Concept Plan area that had been include within the City's urban growth boundary in 2002 and 2004. The 2013 TSP incorporated and expanded upon the 2008 Thimble Creek Concept Plan that identified various transportation improvements including a more robust network of collector and local streets to serve this area.

The 2013 TSP established a long-term vision for Oregon City's overall transportation system and identified projects to address existing and future transportation needs. Its emphasis is on smaller projects with a realistic expectation of being funded.

The 2001 TSP included a grade-separated interchange at OR 213/Beavercreek Road. The project was removed from the 2013 TSP at ODOT's direction because it was deemed financially unrealistic.

The 2013 TSP identified several local improvements, such as extending turn lane length and improving local circulation. It also determined the need to develop alternative mobility targets for the segment of OR 213 between Beavercreek Road and Redmond Road, because the Oregon Highway Plan (OHP)/ Regional Transportation Plan mobility targets would not be met.

Following adoption of the 2013 TSP, the City began a planning process to identify alternative mobility targets for OR 213.

Outcome

The Oregon City TSP update was adopted in 2013 and amended in 2018 with the adoption of the OR 213 Alternative Mobility Target by the City and the Oregon Transportation Commission.

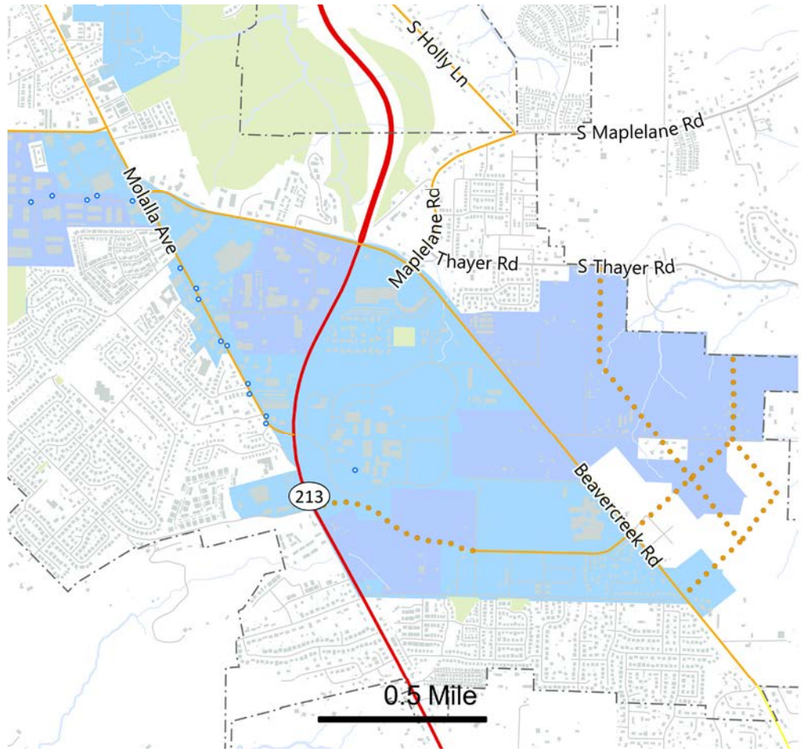
The alternative mobility target amended the 2013 TSP with a new target for the OR 213/ Beavercreek Road intersection. It also added safety and minor capacity improvement projects to the financially constrained TSP project list. This allowed the City to adopt zoning changes consistent with the Beavercreek Concept Plan area while meeting the requirements of the Transportation Planning Rule (Section -0060).

How was the current mobility policy a factor?

For transportation system plans, both the RTP, RMP, and OHP Policy 1F identify v/c mobility targets for state highways and their intersections. The TSP update process used the mobility targets in the RTP and OHP to identify deficiencies in the roadway network.

These amendments were necessary to allow zone changes as the OHP mobility targets are applied as standards to zone changes and plan amendments.

Oregon City



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Source: Wikimedia Commons, by Oregoncitywiki

Methodologies & Measures

The 2013 TSP Update included analysis of gaps and deficiencies in the existing and future transportation systems. This was done by reviewing modal networks individually as well as reviewing multimodal connectivity between those networks.

The targets are set by ODOT, Clackamas County, or Oregon City based on the jurisdictional ownership of the intersecting roadways. Targets for local arterials and state highways relate back to the RTP RMP and OHP Policy 1F, respectively.

Considering projects to address identified gaps and deficiencies involved further evaluation and analysis for each of the modal networks. The analysis tasks completed during the TSP update are listed below, organized by modal network.

For walking, bicycling, transit, and auto systems, the evaluation included a review of system completeness (including basic facilities, crossings, and amenities); access to activity generators; and a review of crash history. For vehicle traffic mobility, the analysis also included:

- Peak seasonal intersection performance
- Evening peak period motor vehicle speeds
- Street connectivity and spacing

The Oregon City TSP highlights seven targets for system performance related to safety, congestion, freight reliability, walking/biking/transit/non-single-occupancy vehicle travel, and climate change, and evaluated how the system would perform through 2035.

The alternative mobility target planning process explored a variety of types of performance measures addressing traffic operations and safety. The following measures were considered:

Mobility Measures

- v/c
- Intersection delay
- Intersection level of service
- Critical movement delay
- Average travel time
- Travel time reliability (buffer index and planning time index)
- Average speed
- Congestion duration
- Intersection completeness

Safety Measures

- Crash rate
- Crash frequency
- Excess proportions of specific crash types

Despite exploring alternative approaches to measuring performance, the City chose to continue using v/c, consistent with the current OHP and RMP approaches. This decision was based on ease of application for future development review and consistency with previous Oregon Transportation Commission decisions.

The v/c standard in the OHP was adjusted to allow slightly more congestion (from v/c of 0.99 to 1.00). Also, the alternative standard was to be applied over the peak three-hour period rather than the two-hour period, thus accepting congested conditions for a longer period on a typical weekday.

Strengths & Weaknesses of Current Policy/ Approach

- The current approach has been valuable to the City because it provides a way to meet the requirements of TPR Section -0060, by enabling an alternative mobility standard and allowing development as planned for the Thimble Creek (Beavercreek Road) Concept Area.
- A weakness of the approach is that it focused on motor vehicle intersection performance in establishing the adopted alternative mobility standard, and did not account for the broader system performance that was documented in the analysis.
- The process required significant resources in staff time, advisory committee engagement, public meetings, and consultant support. Having taken 14 months in a planning process, the OR 213 Mobility Standards project was adopted five years after the TSP update.
- The community was frustrated with a sense that the majority of traffic at the intersections is not local, and they didn't want to accept more congestion but had no options.

Opportunities for Improvement

- The alternative mobility target process could be made more effective through streamlining—perhaps by allowing its adoption as part of the TSP, rather than a separate amendment process, as is typically required to meet the TSP schedule.
- Account for other modes of travel and when developing alternative mobility standards (and associated measures).

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Regional Mobility Policy Update

Examples of Current Approaches | Quasi-Judicial Plan Amendment

Metro

OREGON DEPARTMENT OF TRANSPORTATION

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Example

07 Willamette Falls District Plan & Downtown District/Multimodal Mixed-Use Area Oregon City, OR

April 2021

Location:
Oregon City
Clackamas County, OR

Plan Type:
Plan Amendment
Quasi-judicial

Overview

The City of Oregon City enacted the Willamette Falls Legacy Project (WFLP) by adopting the Willamette Falls Riverwalk Master Plan in 2014. The Riverwalk will occupy the 22-acre former Blue Heron Paper Mill site. It will bring visitors close to North America's second most powerful waterfall, long obscured by industrial buildings. The site is an important Oregon historical and cultural treasure that for centuries has been a significant cultural, fishing, and gathering place for Native American Tribes.

The result of a collaborative partnership between Oregon City, Clackamas County, Metro and the Governor's Regional Solutions Team and a robust public process, adoption of the Willamette Falls Riverwalk Master Plan included a zone change and comprehensive plan map and text amendments for the site.

The City's action included designating the site a Multimodal Mixed-Use Area (MMA) to allow more intensive uses consistent with the master plan. The MMA covers downtown Oregon City on either side of Main Street, south from 11th Street through downtown and into the proposed Willamette Falls Downtown District.

The MMA supports planned growth in downtown Oregon City and is consistent with the Special Transportation Area (STA) designation adopted in 2004 by the Oregon Transportation Commission for McLoughlin Boulevard between the railroad underpass and 14th Street.

How was the current mobility policy a factor?

Because of the MMA designation in the Oregon City's Willamette Falls Master Plan, the Oregon Highway Plan mobility standards for 99E/McLoughlin Boulevard did not apply in the project area. However, as required by the Oregon Transportation Planning Rule (TPR Section -0060) for areas designated as MMAs, planning staff evaluated existing and future travel conditions related to safety, walking, biking, driving and transit infrastructure, as well as freight, rail, and water transportation, in lieu of vehicle congestion. They identified a list of projects needed to improve safety and multimodal access to the site.

Outcome

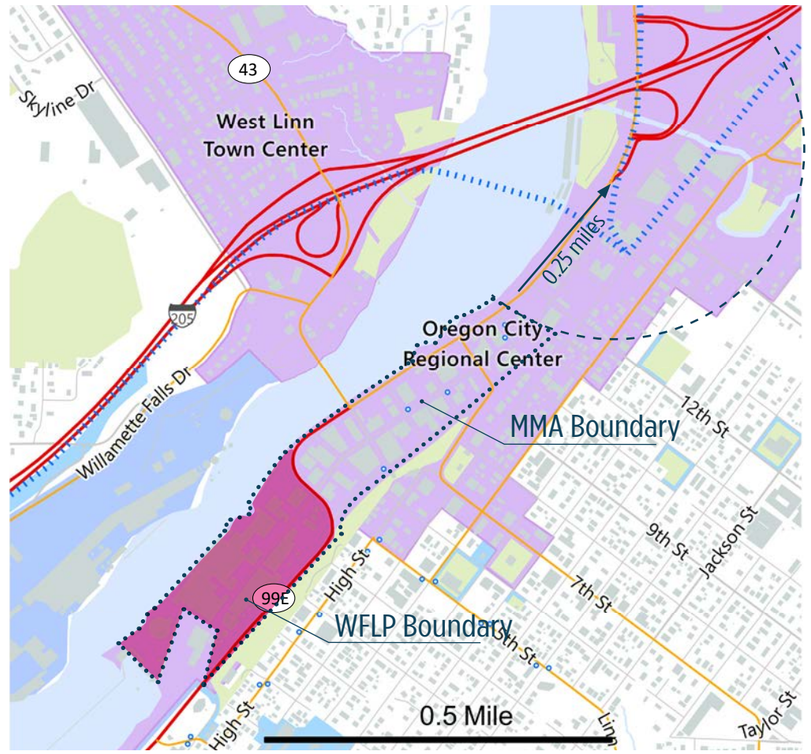
The City of Oregon City adopted the Willamette Falls Riverwalk Master Plan in 2014. The City and Oregon Department of Transportation (ODOT) adopted an intergovernmental agreement consistent with the master plan's conditions of approval.

This effort, combined with Oregon City Transportation System Plan goals, spurred redevelopment in the downtown area and development of the City's transportation demand management plan in 2017.

Methodologies and Measures

- While an evaluation of vehicle congestion is not required within the MMA, ODOT and the City still needed to address other transportation performance standards that applied to their facilities, including those addressing safety, other transportation modes, network connectivity, and freight movement.

Willamette Falls District & Oregon City Downtown District



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Methodologies (continued)

- For this reason, ODOT and the City evaluated the study area's transportation infrastructure using a variety of measures to document deficiencies.
- Information reviewed included roadway and intersection safety and motor vehicle operational performance as well as walking, biking and transit infrastructure.
- The MMA boundary is more than one-quarter mile from any of the interchange ramp terminal intersections in the vicinity. As result, ODOT-written concurrence with the MMA designation was not required.
- The traffic analysis applied the Oregon Highway Plan (OHP) motor vehicle volume-to-capacity standards for streets in the study area, which require that during the highest one-hour period of the day a maximum v/c of 1.10 must be maintained at all intersections.
- Traffic analysis estimated 95th percentile vehicle queues at the study intersections to identify potential mitigations.
- In conditions of approval for the master plan and echoed in the intergovernmental agreement, the City and ODOT agreed on three key transportation improvements along OR 99E/McLoughlin Boulevard to maintain safety and improve site accessibility:
  - » An intelligent transportation system (ITS) for traffic approaching the tunnel on OR 99E/McLoughlin Boulevard.
  - » Prohibiting left turns northbound from OR 99E/McLoughlin Boulevard to Main Street and modification of the right turn geometry from 99E/McLoughlin Boulevard to Railroad Avenue to allow an indirect left turn movement. These changes aim to create a safer condition on 99E/McLoughlin Boulevard along a curve with limited sight distance.
  - » Addition of a raised median at the Water Avenue/OR 99E/McLoughlin Boulevard intersection to prevent unsafe movements and reinforce right-in, right-out access.
  - » A plan for future OR 99E/McLoughlin Boulevard improvements and a safety audit, to be triggered by peak hour trip thresholds.

Strengths & Weaknesses of Current Policy/ Approach

- Adopting the MMA enabled development as envisioned in the master plan by allowing flexible operation of the State-owned facility.
- The MMA met applicant and City objectives, enabling zoning that supports the urban densities envisioned in downtown and at the Willamette Falls site, which in turn support Metro 2040 Growth Concept objectives for regional centers.
- The MMA designation enabled the City to focus on multimodal and safety improvements in the planning area rather than meeting the OHP mobility standard for OR 99E/McLoughlin Boulevard.
- Similar to the 99E/McLoughlin Boulevard Special Transportation Area designation, which enables modifications to roadway design standards, the MMA recognizes that OHP mobility standards are not compatible with the vision and multimodal needs of the downtown regional center.
- Zoning for increased density and including the MMA in the City's comprehensive plan led to development of a transportation demand management plan that aimed to manage congestion, encourage biking, walking, and transit use, improve information on travel options and manage parking efficiently in the area.
- The City's adopted intergovernmental agreement with ODOT identifies needed safety improvements to OR 99E/McLoughlin Boulevard. State and local financial commitments for the needed projects are included in the agreement.
- Vehicular trip demand (thresholds) drive the construction timing of several planned OR 99E/McLoughlin Boulevard safety improvements, ensuring that needed improvements are done at the time of development.
- A trip threshold is the trigger that allows the City and ODOT to require a safety audit as part of development plan review to address issues unforeseen in the long-range planning process.
- The MMA addresses safety on OR 99E/McLoughlin Boulevard, but does not address freeway interchange improvements or impacts on I-205.

Opportunities for Improvement

- The MMA requires local jurisdictions to address safety and pedestrian, bicycle, and transit adequacy but not vehicle congestion. If a new mobility policy considered additional aspects of mobility, such as safety and multimodal mobility, an MMA approach may not be needed.
- ODOT's Blueprint for Urban Design (BUD) will allow for transportation infrastructure (highway) design in urban areas that better aligns with Oregon cities' multiple and unique land use and transportation objectives. A designation of an MMA to achieve the flexible operation of a highway, such as was achieved for OR 99E/McLaughlin Boulevard through Oregon City, may not be necessary if the design options allowed in the BUD can be employed in urban areas.

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Updated April 14, 2021.

Regional Mobility Policy Update

Examples of Current Approaches | Development Review

oregonmetro.gov/mobility

Example

08 Commons on the Tualatin
Tualatin, OR

April 2021

Location:
Tualatin
Washington County, OR

Plan Type:
Development Review

Overview

The Commons on Tualatin is a five-building, 264-unit apartment complex proposed for development on a former recreational vehicle (RV) park site at 6645 SW Nyberg Lane in Tualatin.

The nearly-11-acre site is four blocks east of the SW Nyberg Street/I-5 Interchange and immediately south of the Tualatin River. It is adjacent to the Tualatin Town Center identified in Metro's 2040 Growth Concept and the Tigard to Wilsonville Mobility Corridor in the Regional Transportation Plan (Mobility Corridor 3).

It is also in an Equity Focus Area identified in Metro's 2018 Regional Transportation Plan.

The project was allowed by right under the site's current zoning designation (High Density Residential [RH]), subject to review by the Tualatin City Engineer and Architectural Review Board.

The developer contracted a transportation impact study in 2018 and included it in the project's development application.

Because the project is close to a freeway interchange, ODOT was given an opportunity to review the transportation impact study's scope of work and analysis and provide comments prior to the project decision.

How was the current mobility policy a factor?

The RMP does not apply to development review. This development was allowed outright based on current zoning, and is accessed by local roads. Though ODOT did not have jurisdiction, the City requested comment from their development review staff.

ODOT's review of the I-5 ramp intersections was based on Oregon Highway Plan 1F mobility targets. These targets are more stringent than those developed by the City of Tualatin and Washington County.

Outcome

This project was approved but has not been constructed. The approval requires the developer to pay Washington County's Transportation Development Tax and make required frontage and access improvements.

Methodologies and Measures

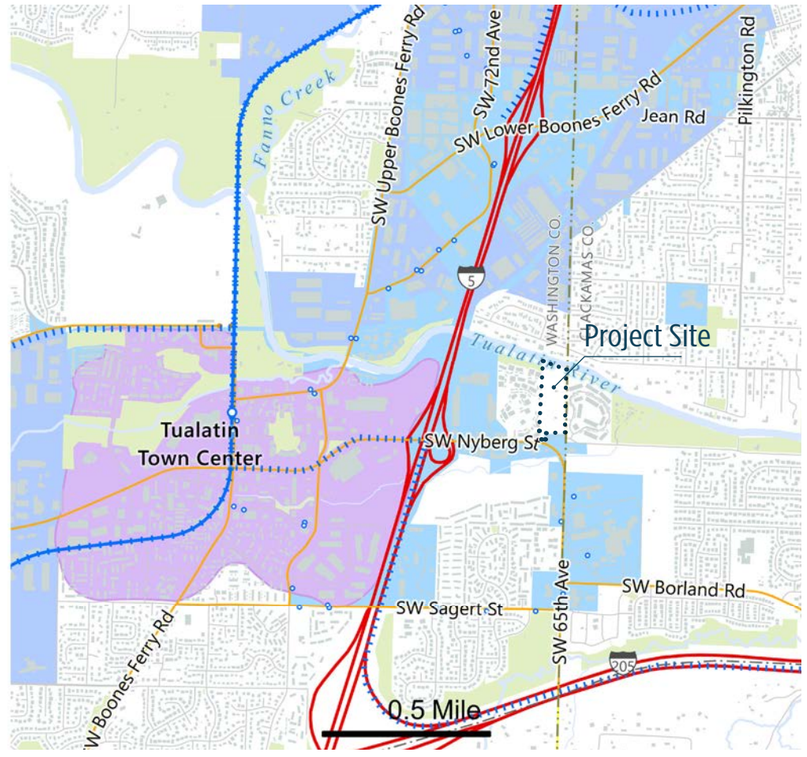
The City identifies level of service (LOS) E as the standard at intersections and Washington County sets the target for volume-to-capacity (v/c) at 0.90.

Oregon Highway Plan Policy 1F sets a target v/c of 0.85 or less at freeway ramp intersections, or 0.90 or less if analysis can demonstrate that queuing does not spill back onto the freeway's main line.

The traffic impact study completed in 2018 applied the following approach:

- Traffic operations, including v/c and LOS, were analyzed for weekday a.m. and p.m. peak hours at five study intersections, including the I-5 ramps and SW Nyberg Street.
- Crash history and sight distance at the site access driveway were evaluated for the safety assessment.

Tualatin Area



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Methodologies (cont'd)

This evaluation found that the Southbound I-5/SW Nyberg Street interchange would operate with a v/c of 0.91, exceeding ODOT's target, with and without the addition of project trips.

ODOT requested that the development contribute to improvements at the interchange, because the project would add trips exceeding the interchange's capacity. However, neither ODOT nor the City's TSP had identified specific improvements and associated costs to add road capacity at this location. Further, the proposed development added relatively few trips to the intersection at the interchange ramp. As a result, the City of Tualatin was not able to calculate the development's fair share contribution to interchange improvements and did not pursue mitigations.

Frontage improvements were required, along with ADA improvements at the nearest interchange. The developer was also required to provide an easement for and construct the portion of the Tualatin River Greenway connecting through the north end of the site. No off-site mitigations were required.

Strengths & Weaknesses of Current Policy/ Approach

- While ODOT staff were invited to review and comment on the development application, there was no mechanism for the development to contribute to improvements at the I-5 Southbound/ Nyberg Street intersection.
- City of Tualatin staff noted they were unable to require any contribution to interchange improvements from the developer, since those improvements had not been defined and costs for them had not been identified.
- Frequently such a project would be included in either the local transportation system plan (TSP) but the city had not included it in their most recent TSP, and ODOT had not conducted an independent plan.

Opportunities for Improvement

- Funding tools and analysis methods that enable agencies to assess developer contributions for off-site mitigation projects that maintain multimodal mobility would be helpful. The tools and methods must demonstrate there is a link between the mitigation project and the development's transportation impact.
- The definition of mobility policy and measures for evaluating transportation impacts of development should be broadened to include other mobility elements such as active transportation, transit and transportation demand management.

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City of Tualatin

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Updated April 14, 2021.

Regional Mobility Policy Update

Examples of Current Approaches | Legislative Plan Amendment

Metro

OREGON DEPARTMENT OF TRANSPORTATION

oregonmetro.gov/mobility

Example

09 Tigard Triangle District Plan Tigard, OR

April 2021

Source: Metro

Location:
Tigard, OR
Washington County

Plan Type:
Legislative Plan Amendment

Overview

The Tigard Triangle, in the city's northeast corner, is home to big-box retail stores, large offices, auto sales and services, and several undeveloped parcels, along with some low-density residential uses.

In pursuit of the City of Tigard's vision of a more walkable urban environment, several years of planning have been devoted to the Tigard Triangle. In recent years, the City adopted a Tigard Triangle Strategic Plan and formed an urban renewal district, in the context of planning for the potential Southwest Corridor Light Rail line connecting Tigard to downtown Portland and Bridgeport Village.

In 2017, the City sought to amend current zoning to implement the Tigard Triangle District Plan. The proposed amendment changed zoning of some land within the district from Mixed-Use Employment (MUE) (which permits both commercial and multi-family residential development) and General Commercial (C-G) to a new Triangle Mixed-use Zone.

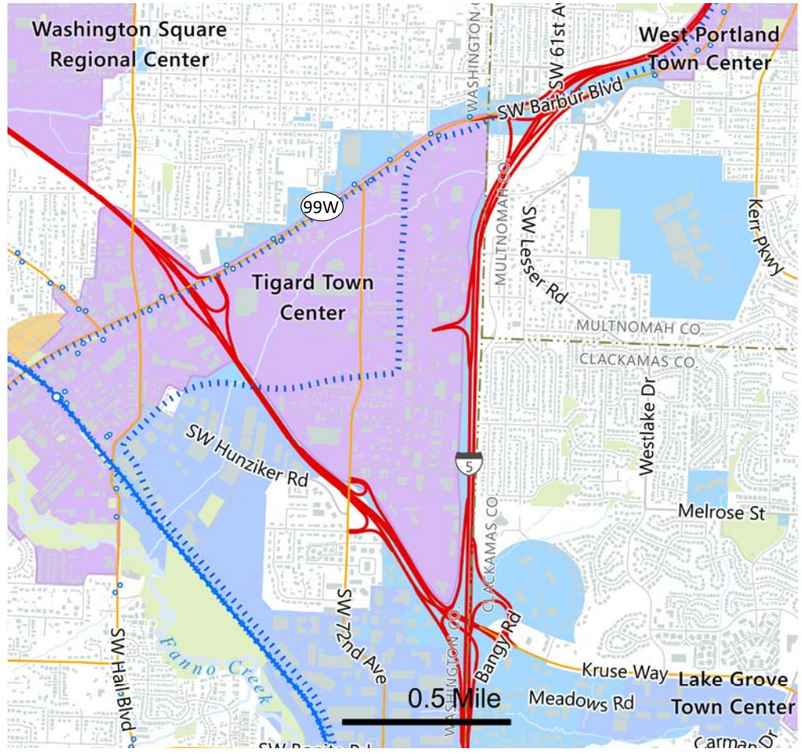
As required by the Transportation Planning Rule, the City conducted a traffic impact analysis. The analysis helped to determine whether the proposed zone changes would have a significant effect on traffic operations and identify, where needed, appropriate mitigations to support the zone change.

Outcome

The City coordinated with ODOT to conduct a traffic impact analysis to estimate traffic impacts of the zone changes and identify intersection mitigations needed to meet the mobility standards contained in Policy 1F of the Oregon Highway Plan (OHP). The City Council adopted the proposed zone changes in conjunction with amendments to the Tigard Transportation System Plan (TSP). The TSP amendments included selected mitigation projects to provide capacity at interchange ramps to address safety issues identified during the traffic impact analysis. The mitigation projects include:

- **OR 217 Northbound Ramps at SW 72nd Avenue:** Modifies a current TSP project with the potential addition of a second northbound right-turn lane as part of the potential interchange improvement.
- **Interstate 5 Southbound Exit Ramp at Barbur Boulevard/ OR 99W:** Modifies a current TSP project with the potential removal of the northbound left-turn lane or other capacity improvement as part of planned 99W access management improvements. This project is outside Tigard city limits and requires coordination and support from City of Portland and ODOT for inclusion in the Regional Transportation Plan.
- **I-5 Northbound Ramps/SW 65th Avenue at SW Haines Street:** Adds a new TSP project. Signalization of this intersection is an identified mitigation for the TriMet Southwest Corridor Light Rail Project.
- **I-5 Southbound Ramps at SW 68th Ave:** Modifies current TSP project to show the potential addition of a second westbound through lane and dedicated westbound left-turn lane to the intersection.

Tigard Triangle Area



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Source: Metro

Outcome (cont'd)

- **Parking Management Plan:** The City agreed to develop a parking management plan for the Triangle to manage parking supply and enhance the environment for walking, biking, and transit.

Methodologies and Measures

The City conducted a traffic impact analysis for this study to meet TPR Section -0060 requirements for a zone change. The steps for addressing those requirements are outlined below.

Trip Generation

The trip generation estimate was developed using Institute of Transportation Engineers (ITE) Trip Generation Manual procedures. It considered gross trip generation, internal trip reduction, pass-by trip reduction, and net new trip generation.

The following steps were taken to determine whether the proposed zone change would have a significant effect:

1. Compare reasonable worst case trip generation under current zoning to reasonable worst case trip generation under proposed zoning.
2. If proposed zoning generates the same or fewer vehicle trips than the current zoning, there is no significant effect.
3. If proposed zoning generates more trips than current zoning, evaluate impacts relative to mobility standards.

Mobility Standards

For this plan amendment, the following mobility standards contained in Table 7 of the OHP Policy 1F applied:

- ODOT freeway ramp intersections have a peak hour volume-to-capacity (v/c) standard of 0.85.
- A peak hour v/c standard of 0.99 was applied to one intersection on OR 99W/ Barbur Boulevard in Portland.
- ODOT did not require v/c analysis at OR 99W intersections because the previously-completed corridor plan had capped OR 99W at four through lanes plus turn lanes, consistent with the RTP Street Design Policy for major arterials.

If an amendment is expected to either cause an intersection to be deficient, or to cause an already deficient intersection to worsen, mitigation is required.

Queuing

While the OHP v/c standard for OR 99W was used to evaluate mobility, queuing was used to evaluate safety. Safety impacts were assessed based on the proposed zoning to meet the following criteria:

- Safe stopping sight distance on exit ramps with proposed zoning.
- Maintain current zoning queue length on exit ramps, if current zoning is beyond safe stopping sight distance.

How was the current mobility policy a factor?

The traffic analysis was conducted to meet TPR requirements for a zone/ comprehensive plan amendment, based on the mobility standards in the OHP Policy 1F. The RMP does not apply for plan amendments.

ODOT requested analysis of the intersections with freeway ramps with an emphasis on potential safety issues resulting from capacity and queuing. While some capacity and operating issues were identified, the City and ODOT were able to agree on specific project list amendments in the Tigard TSP to meet the OHP Policy 1F mobility standards.

Strengths & Weaknesses of Current Policy/ Approach

- A collaborative approach between the City and ODOT enabled the City's proposed amendment to focus on local goals and priorities while supporting the OHP policy of prioritizing interchange operations and safety.
- Though the mobility policy was not a significant barrier to gaining approval of the plan amendment, Tigard staff noted that it was less effective for addressing transportation-related issues of higher importance to the City, like walkability and improvements needed on local streets.
- In collaboration with ODOT, the City agreed amend the TSP to add eleven intersection capacity projects, designate the Tigard Triangle as a town center and develop and implement a parking management plan. These actions are meant to encourage a more pedestrian-oriented development pattern, improve walking and biking options, and manage the parking supply in the area in support of reducing the need to drive and meeting mode share targets in the newly designated town center.
- Estimating trip generation for mixed-use zoning for legislative plan amendments is complex. When a variety of land uses is allowed over multiple parcels, there has to be agreement on what constitutes a reasonable worst case. Moreover, the ITE Trip Generation Manual does not address mixed-use, transit-supportive development patterns very well.

Opportunities for Improvement

- For large legislative plan amendments, improve/ clarify the scoping process and reduce the need for iterative discussions.
- Develop measures and methods based on estimated person trips rather than vehicle trips.
- Develop methods to better estimate reasonable worst case vehicle trip generation of mixed-use, transit-supportive urban centers.

Local Partner

Working together to help update how the region defines mobility and measures success in the greater Portland region.

TIGARD

The Regional Mobility Policy Update is a joint effort between Metro and ODOT. Additional information is available at **oregonmetro.gov/mobility**.

Updated April 14, 2021.

Regional Mobility Policy Update

Examples of Current Approaches | Development Review

oregonmetro.gov/mobility

April 2021

Example 10

West End District Mixed-Use Development
Beaverton, OR

Location:
Beaverton, OR
Washington County

Plan Type:
Development Review

Overview

This project initiated development review for the proposed mixed-use redevelopment of a former K-Mart site in Beaverton. The site is zoned general commercial (GC).

The new development would replace the site's existing commercial buildings and gas station with approximately 424 apartments, 22,076 square feet of ground-floor retail, and 10,000 square feet of restaurant space.

The project site is at the corner of Tualatin Valley Highway and SW Murray Blvd, which are under ODOT and Washington County jurisdiction, respectively.

The analysis determined that the redeveloped site would generate less traffic than it did when it supported a K-Mart and other activities. As such, the traffic impact analysis (TIA) requirements were limited to site access and circulation.

Outcome

This project was approved and is under construction.

While the anticipated reduction in overall traffic meant the developer was not required to study off-site traffic impacts, their TIA included analysis of the Tualatin Valley Highway/SW Murray Blvd intersection as it related to overall site access and circulation.

The intersection was found to exceed the maximum v/c in future conditions, with or without the proposed project. Because the project was not the cause of the intersection operations issue, there was no expectation that the developer provide mitigation.

The TIA also included a quantitative safety assessment and qualitative review of overall access for other modes.

In addition to frontage improvements, the TIA identified the following needed improvements:

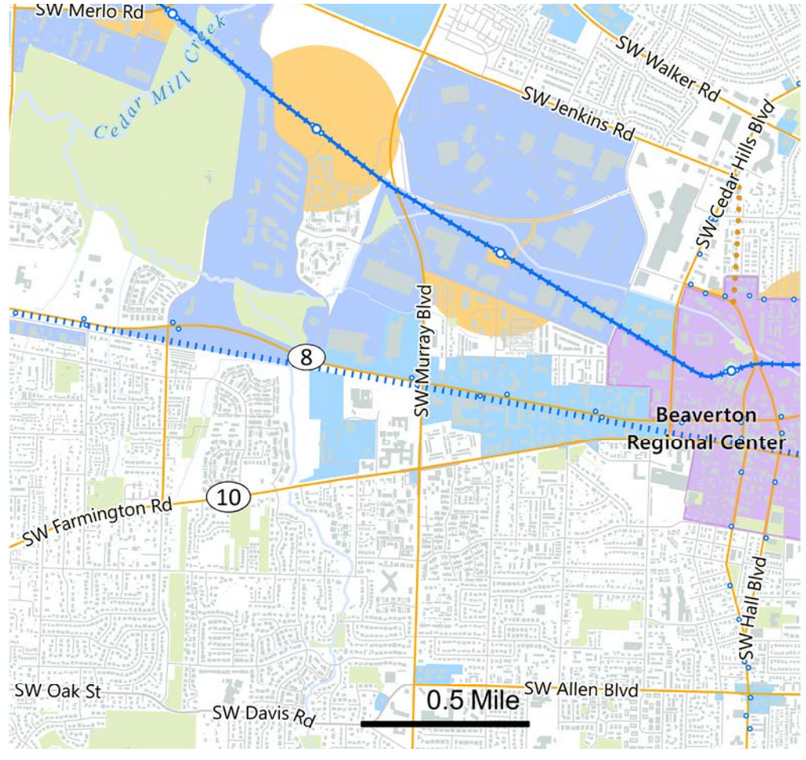
- Prohibition of left turns into the driveway from Tualatin Valley Highway due to safety concerns for vehicles turning left across multiple lanes. This was required as part of final approval.
- A bus pull-out was recommended by ODOT, in coordination with TriMet. The pull-out was required with final approval for the project.

How was the current mobility policy a factor?

While ODOT does not issue permits for land development, it has authority to grant access onto State of Oregon highways. Tualatin Valley Highway is under State jurisdiction, giving ODOT permitting authority.

ODOT applies the mobility standards in the Oregon Highway Plan mobility policy in its traffic analysis for permitting access onto Tualatin Valley Highway. The RMP is not a factor in development review.

West Beaverton Area



- Throughway
- Arterial
- Proposed arterial
- Rail transit station
- Bus stop
- High capacity transit
- Proposed high capacity transit
- Employment area
- Industrial area
- Station communities
- Urban centers
- Parks and natural areas

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Methodologies and Measures

Based on direction from the City of Beaverton, the TIA included analysis of access operations and safety at two driveways on SW Murray Boulevard and one driveway on Tualatin Valley Highway.

The intersection of Tualatin Valley Highway/SW Murray Boulevard was included to clarify the impacts on site accesses, but was not in the City's scoping requirements.

Intersection v/c standards were identified for each of the agencies and applied depending on the roadway jurisdiction.

- **The City of Beaverton** requires that the v/c for each lane group not exceed 0.98. The City also has standards based on average vehicle delay.
- **Washington County** sets operating standards for both signalized and unsignalized intersections with a v/c no greater than 0.99 over a 60-minute period.
- **ODOT** requires all signalized and unsignalized intersections within urban areas on Statewide Highway facilities to operate at or below a v/c of 0.99, per Policy 1F of the Oregon Highway Plan.

The scope and methodology was determined to meet the requirements of each of the agencies.

- Analysis was completed using methodologies outlined in ODOT's Analysis Procedures Manual.

- The TIA made specific recommendations addressing site access, including removing two driveways on Tualatin Valley Highway and one on SW Murray Boulevard, and prohibiting left turns from Tualatin Valley Highway. The requirement to reinforce this left turn restriction with a physical traffic separator introduced requirements and process under the Oregon Highway Design Manual, and potentially the Design Exception Process.
- The development provided frontage improvements consistent with ODOT standards on Tualatin Valley Highway and consistent with County standards on SW Murray Boulevard. These improvements included upgrades to existing pedestrian and bicycle facilities.
- Washington County Transportation Development Taxes (TDTs) were collected from the development to fund countywide capacity improvements. No local fees were assessed for citywide transportation improvements.

Strengths & Weaknesses of Current Policy/ Approach

- The Oregon Highway Plan v/c did not pose a barrier to developing a mixed-use project with lower overall trip generation than the existing use.
- In general, the practice of relying on v/c standards reinforces a narrow, motor vehicle-focused view of mobility. Further, mitigation measures too frequently rely on adding physical capacity to the roadway. The City of Beaverton has identified safety issues and conditions for pedestrians as high priorities for its upcoming Transportation System Plan update.
- The City, County, and ODOT all use v/c as their operating standard, but with slight differences in the way they are applied. While not a barrier for this specific project, that could result in confusion or inconsistency with planning and desired development outcomes for the system.

Opportunities for Improvement

- The TIA noted that adding a lane at the intersection of Tualatin Valley Highway and SW Murray Boulevard would be cost prohibitive due to surrounding constraints. This is a common issue in developed areas throughout the region.
- Lower-cost strategies such as signal timing changes or other system management could be more practical, especially for smaller traffic increases.
- Measures that improve non-auto access were provided, such as the bus pullout and pedestrian improvements. However, these were not evaluated for their effect on overall vehicle demand. If v/c ratios are maintained as the mobility standard, the process would benefit from additional guidance on how to quantify the impacts of changed conditions for people walking, biking and taking transit.

Local Partner

Working together to help update how the region defines mobility and measures success in the greater Portland region.

Beaverton OREGON

The Regional Mobility Policy Update is a joint effort between Metro and ODOT. Additional information is available at **oregonmetro.gov/mobility**.

Updated April 14, 2021.

Regional Mobility Policy Update

Examples of Current Approaches | System Planning

oregonmetro.gov/mobility

Example 11

Tualatin Valley Highway Corridor Plan
Washington County, OR

April 2021

Source: Wikimedia Commons, by Visitor7

Location:
Washington County, OR

Plan Type:
System Planning

Overview

The Tualatin Valley Highway (TV) Corridor Plan evaluated TV Highway (OR 8) along the approximately 8.5 miles between the Hillsboro and Beaverton regional centers. The final plan was adopted in 2013.

Development of the Corridor Plan was funded by a Transportation Growth Management grant from ODOT to Washington County, which conducted the work in partnership with ODOT, Metro, and the City of Hillsboro and the City of Beaverton.

The effort was coordinated through technical and community advisory committees, as well as a Policy Group of agency leaders.

The introduction describes "an overarching goal… to reflect community needs and desires for the corridor to evolve into a thriving, welcoming place that connects this vibrant, growing community now and for future generations."

Where TV Highway had been shown in previous plans as a seven-lane facility, the final plan reduced the cross section for motor vehicle capacity to two through travel lanes in each direction, consistent with the direction of the Policy Group leading the effort. This maintained the design and function of TV Highway as an urban arterial with a five-lane cross section.

In addition to changing the roadway cross section serving automobiles, the Corridor Plan also identified specific improvements to bicycle, pedestrian, and transit facilities to enhance safety, connectivity, and accessibility.

Outcome

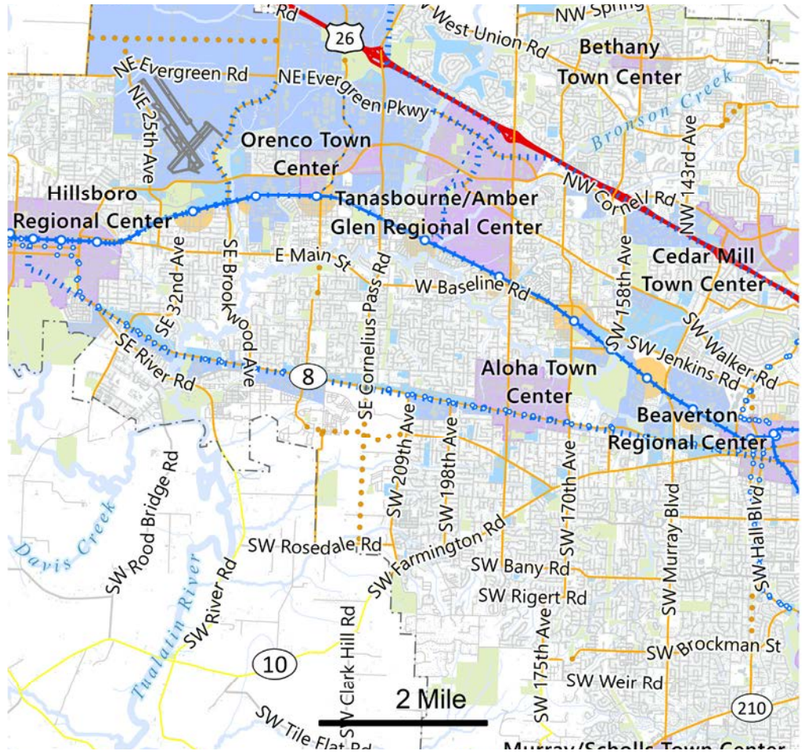
The Corridor Plan led to an amendment of the motor vehicle classification of TV Highway in the RTP. The plan was acknowledged by the Washington County Board of Commissioners in 2014. The TV Highway Corridor Plan informed the Washington County Transportation System Plan update as well as the South Hillsboro Community Plan, and led to construction of capital projects in the corridor.

The Corridor Plan also influenced two additional planning efforts aimed to refining future improvements:

- Completed in 2019, the 2019 Transportation Growth Management-funded Moving Forward TV Highway corridor refinement plan evaluated transit and safety design alternatives between SW Cornelius Pass road and SW 160th Avenue.
- The 2020 Basis of Estimate and Design Report (project development) prioritized a package of safety, connectivity, and transit priority projects and included cost and design information.

Also identified in the TV Highway Corridor Plan are a set of performance measures for monitoring and for evaluating future land use plan amendments.

Tualatin Valley Highway Corridor



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Source: Wikimedia Commons, by M.O Stevens

Outcome (cont'd)

These measures are intended to address mobility, reliability, and safety for active transportation and transit operations, and motor vehicles, and would consist of:

- Vehicle miles traveled per capita
- Duration of congestion
- Hours of delay
- P.M. peak travel time for automobiles and transit
- Transit ridership
- Travel time reliability
- Bicycle and pedestrian system completeness

The measures listed above are consistent with RTP system performance measures and were considered as part of Moving Forward TV Highway and the 2020 Basis of Estimate and Design Report findings and recommendations.

How was the current mobility policy a factor?

Both the Oregon Highway Plan (OHP) mobility policy (Policy 1F) and the RTP Regional Mobility Policy (RMP) are applied in system planning efforts, including corridor refinement plans.

The OHP mobility policy includes Table 7, which lists the volume-to-capacity (v/c) targets to be used to evaluate state highway performance. The OHP also acknowledges that additional methodologies and targets may be needed to balance regional and local performance expectations.

The RMP replicates the list of v/c ratios from OHP Table 7, and states that the measures are used to diagnose the extent of auto congestion. The RMP notes that the evaluation is intended to help identify roadway deficiencies and inform a strategic approach that recognizes limited transportation funding and potential environmental and community impacts.

Methodologies & Measures

The TV Highway Corridor Plan included analysis of v/c using targets identified in Table 7 of the OHP. These targets were used to identify areas where roadways are not expected to meet ODOT performance targets listed in the OHP mobility policy and the RMP.

The analysis included base year and 2035 conditions and was completed based on the procedures described in the ODOT Analysis Procedures Manual. Growth anticipated to occur by 2035 was based on forecasts from Metro's 2035 travel demand model.

In addition to intersection v/c analysis, the corridor plan included qualitative and quantitative evaluation of other modes: crash rates at intersections for autos, pedestrians and bicyclists, connectivity gaps for bicyclists and pedestrians, access for pedestrians and transit, transit frequency and facilities.

Strengths & Weaknesses of Current Policy/ Approach

- The current approach was effective for the intended purpose, in that the v/c targets were used to identify roadway deficiencies and inform a multimodal strategy to achieve broad community goals.
- A major outcome was the decision to adopt a five-lane cross section for TV Highway, a change from the seven-lane cross section identified in planning documents at the beginning of the TV Highway Corridor Plan.
- Most technical analysis and improvements identified for TV Highway focused on improving safety and supporting land use, active transportation and transit goals, including development of a Town Center in Aloha, and designation of TV Highway as a 2040 Corridor and high-capacity transit corridor.
- A strength is that this corridor planning process was able to focus on multimodal, safety and other goals. A weakness is that the current mobility policy does not include multimodal and safety measures

Opportunities for Improvement

- A more holistic definition of the mobility and multimodal measures by which the plan is evaluated should be developed. This corridor refinement plan is an example of a case where v/c alone does not advance (and sometimes are in conflict with) other local and regional goals for the corridor.
- As part of the TV Highway Corridor Plan process, a set of measures was developed for potential ongoing monitoring of the corridor's performance. These measures could be considered for a more multimodal approach in this RMP Update.
- Better data and analysis tools are needed to effectively evaluate the performance of proposed actions (e.g., adding active transportation enhancements) within the time period that they are recommended.

Source: Wikimedia Commons, by Steve Morgan

Source: Wikimedia Commons, by Steve Morgan

Local Partner

Working together to help update how the region defines mobility and measures success in the greater Portland region.

WASHINGTON COUNTY
OREGON

The Regional Mobility Policy Update is a joint effort between Metro and ODOT. Additional information is available at **oregonmetro.gov/mobility**.

Updated April 14, 2021.

Regional Mobility Policy Update

Examples of Current Approaches | Legislative Plan Amendment

Metro

OREGON DEPARTMENT OF TRANSPORTATION

oregonmetro.gov/mobility

Example 12

South Hillsboro Community Plan
Hillsboro, OR

April 2021

Source: Wikimedia Commons, by M.O. Stevens

Location:
Hillsboro, OR
Washington County

Plan Type:
Plan Amendment, Legislative; Development Review; Project Design

The plan area is expected to develop over 20 years.

Overview

The City of Hillsboro developed the South Hillsboro Community Plan in 2015 as an appendix to its comprehensive plan. This action was based in part on the outcomes of the Tualatin Valley Highway Corridor Plan, which was adopted in 2013 after a collaborative planning effort that included ODOT, Washington County, and other regional partners.

The Tualatin Valley Corridor Plan reclassified Tualatin Valley (TV) Highway from Regional Arterial to Arterial. The Transportation Planning Rule (TPR) considers such a change in classification to constitute a "significant effect."

Despite the reclassification limiting capacity to serve east-west travel demand, analysis supporting the change concluded that mobility would be preserved through the addition of intersection lane improvements and the addition of capacity on north-south roadways.

The plan area covers approximately 1,400 acres of developed and undeveloped land. Portions of South Hillsboro were brought into the urban growth boundary in 2002. Metro brought the remainder of South Hillsboro into the urban growth boundary in 2011.

Outcome

The Community Plan was adopted along with the South Hillsboro Transportation Financing Plan to ensure that needed roadway capacity improvements were funded and in place prior to urban development.

A trip cap mechanism limited net new trips the area could generate, with identified transportation improvements in four phases needed to mitigate the effect of the estimated 8,100 peak hour trips associated with the development of the plan area.

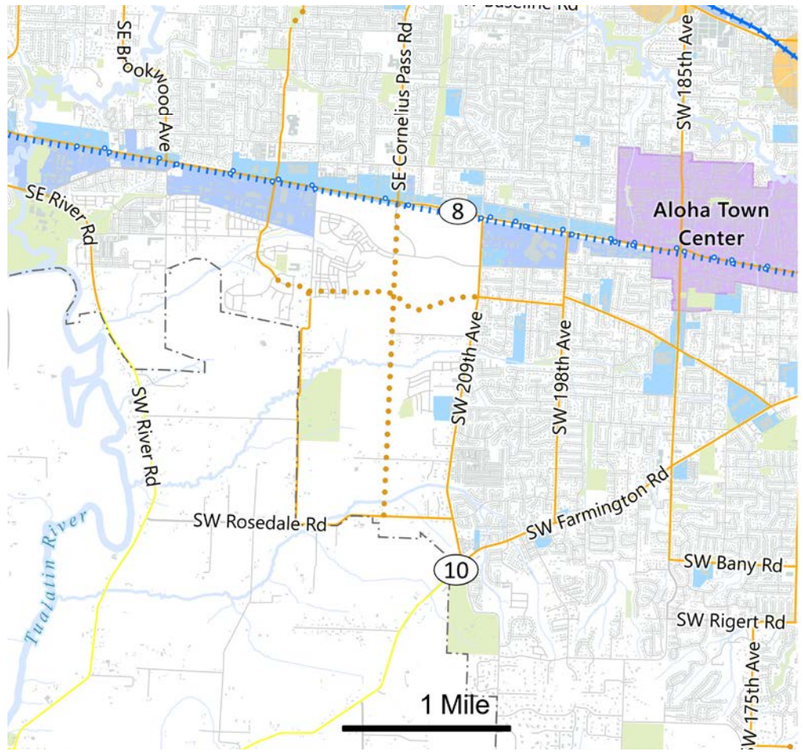
Key transportation issues included the need to extend Cornelius Pass Road and Blanton/Alexander Road before development could occur in South Hillsboro. Safety issues were identified related to Cornelius Pass Road and it was necessary to ensure traffic could safely cross the railroad tracks south of TV Highway without affecting rail traffic or causing major delays in this area.

The City, County, and ODOT entered into two rail order agreements to ensure the improvements would be developed according to key milestones within the planning period.

How was the current mobility policy a factor?

TPR 0060 requires local governments to take coordinated strategies if an amendment to an acknowledged comprehensive plan would significantly affect an existing or planned transportation facility.

South Hillsboro Area



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Source: Wikimedia Commons, by M.O Stevens

Mobility Policy (cont'd)

When the City of Hillsboro amended the comprehensive plan and the local TSP to change the classification of Tualatin Valley Highway from a Regional Arterial to an Arterial, this constituted a significant effect. As such, the OHP mobility policy applied to the analysis of Tualatin Valley Highway.

The RTP Mobility Policy does not apply to plan amendments.

Methodologies & Measures

The plan amendment was developed using mostly traditional steps for traffic impact analyses, including trip generation and intersection operations analyses.

Queuing analysis was also conducted, with an emphasis on potential interactions at the P&W railroad. The plan developed guidelines for supplemental traffic impact analyses to facilitate phased development and to implement the financing plan.

The net new weekday p.m. peak hour trips are defined as total vehicle trips less pass-by diverted link, mode split, and internal capture trips. The peak hour is defined as the highest sixty (60) consecutive minutes of traffic demand between 4:00 P.M. and 6:00 P.M.

The traffic impact analysis used OHP v/c standards for Tualatin Valley Highway. All subsequent traffic impact analyses must be developed in accordance with City standards and the County, and ODOT standards depending on facility ownership.

The pace of South Hillsboro development must match the timing of capacity improvement delivery along Tualatin Valley Highway and the completion of the new roadways within and adjacent to South Hillsboro pursuant to the TSP. This can be achieved by applying development conditions of approval. The supplemental traffic impact analyses submitted as part of development applications ensure that the number of actual trips expected from development do not exceed the trip cap, evaluates the local road system not previously analyzed, and determines any additional mitigations within the local improvement district.

The Community Plan does not include actions to lower mobility standards or trip generation rates within the planning area. The plan amendment was developed to allow for facility planning and financing that meets the needs of new developments and local priorities.

The City contends that facilities otherwise would have been undersized for expected growth. Roadway improvement projects are based on the mitigations identified in the annexation agreement traffic impact analyses for the arterial, collector and neighborhood route system.

Strengths & Weaknesses of Current Policy/ Approach

- The current OHP v/c standards were generally consistent with the City of Hillsboro's vision for future investments and growth. The City applied the OHP v/c standards to support transportation capacity projects.

  As noted above, development conditions of approval need to be applied to ensure the pace of South Hillsboro development doesn't outpace the delivery of Tualatin Valley Highway capacity improvements or the completion of new roadways identified in the TSP for the area. This includes needed capacity expansion at intersections and rail crossings.

  Supplemental traffic impact analyses address local road networks that are not included in the comprehensive planning process, and include the timing of adding traffic control devices, adding parking demand, scale of local streets, intersections of collectors/arterials and local streets. The OHP standard only applies to Tualatin Valley Highway intersections.

- As a weakness, staff noted that there is disconnect between the standards applied for facility design and needed improvements identified in the long-range planning documents and current planning needs.

  Currently in project development, ODOT is requesting that designs comply with the Highway Design Manual performance standard, which has a more rigid (lower) v/c standard.

  Requesting a design exception to ODOT's Highway Design Manual v/c standard instead of using the previous agreed upon v/c from the land use process has resulted in additional cost to the city and risk of delaying projects.

Opportunities for Improvement

Local agency staff identified the following specific recommendations for consideration:

- Prioritize preserving right of way; for example, design facilities to allow for bus loading, signal preemption, bus stop shelters and other amenities.
- Performance measures should recognize the difference between cities within the region; a one-size-fits-all approach won't work.
- V/c is a key tool but it is not a valid measurement for congested roadways. Delay and queuing using simulation tools are more appropriate measures for congested roadways, rail crossings, and unique intersection configurations.

Local Partner

Working together to help update how the region defines mobility and measures success in the greater Portland region.

Hillsboro OREGON

The Regional Mobility Policy Update is a joint effort between Metro and ODOT. Additional information is available at **oregonmetro.gov/mobility**.

Updated April 14, 2021.

6.2 Parks and Nature Bond Refinement
Information/Discussion Items

Metro Policy Advisory Committee
Wednesday, April 28, 2021

MPAC Worksheet

Agenda Item Title: 2019 Parks and Nature bond update

Presenters: Jon Blasher, Parks and Nature, Director, Beth Cohen, Parks and Nature Strategic Funding Project Manager

Contact for this worksheet/presentation: Beth Cohen, 215-850-5200

Purpose/Objective
Provide an update on implementing the 2019 parks and nature bond measure to further protect water quality, restore fish and wildlife habitat and connect people with nature close to home.

Outcome
Greater clarity for MPAC members on the 2019 parks and nature bond, the broader history and impact of voter-approved parks and nature investment measures in the region and an understanding of the status and timelines for specific bond program areas that are particularly relevant to local jurisdictions and park providers across the region.

What has changed since MPAC last considered this issue/item?
In November 2019, Greater Portland voters overwhelmingly approved a $475 million Metro parks and nature bond measure to further protect water quality, restore fish and wildlife habitat and connect people with nature through investing in the following program areas:

- Protect and restore land
- Support local projects – "Local Share"
- Nature in Neighborhood capital grants
- Take care of Metro parks
- Create trails for walking and biking
- Advance large-scale community visions

The bond resolution also includes racial equity, climate resilience and community engagement as overarching criteria that govern all bond programs and investments.

Metro's unique role in parks and nature
Metro manages more than 17,000 acres of parks, trails, natural areas and historic cemeteries as part of a unique system with nature at its heart thanks to voter support for the 1995, 2006 and 2019 bond measures and two levies to help care for the land. Metro is one of just a few agencies focusing on large-scale conservation of natural areas close to urban settings. Metro can acquire and provide access to large sites that typically are beyond the reach of local jurisdictions, but closer to population centers than those managed by state and federal providers. Metro's resources also provide unique support to regional partners through grants and partnerships.

The 2019 parks and nature bond builds on the legacy of natural areas bond measures approved by voters in 1995 and 2006 that enabled the acquisition of over 14,000 acres of natural areas and $84 million in community projects through local share allocations to local park providers and community grant programs.

2019 parks and nature bond refinement
As with the 2006 natural areas bond, the bond refinement process underway now involves consulting with partners, stakeholders and the broader community about how to bring to life each of the six programs outlined in the bond legislation. Refinement started in 2020, and will be ongoing for several years, with each of the six bond programs requiring a slightly different timeline.

Parks and Nature staff updated and consulted with MPAC during the development of the bond measure before it was approved by the region's voters. This update to MPAC, the first since the region's voters approved the bond measure, will provide information on the bond measure and the readiness of bond programs to begin making investments in parks, trails and natural areas across the region. Parks and Nature staff have been sharing similar updates and soliciting feedback from jurisdictional and park provider staff through a quarterly park directors' roundtable and in one-on-one meetings to better understand priorities for the local share and other bond programs. Additional engagement opportunities for jurisdictional and other partners are being planned for this summer and fall.

Local share program
Staff anticipates that MPAC will be interested to hear about the status of the local share program, in which Metro will distribute up to $92 million in bond funds to cities, counties and other park providers across greater Portland. The local share funds will support projects to protect land, restore habitat, and build and care for parks that connect people to nature in local communities. Funded projects will need to align with the bond and program criteria in the parks and nature bond legislation. Bond funds will be provided directly to twenty-seven local park providers, including cities, counties and park districts in existence as of June 6, 2019 according to a formula built on local properties' assessed value and each park provider's population.

The bond measure establishes policy direction for the local share program through the articulation of the bond-wide criteria as well as local share program criteria and requirements. Metro staff are working to implement the policy direction through the development of local share program materials, which include a program handbook, a project submittal package and a set of tools and resources to support park providers in meeting the bond and program criteria.

At the April 28 MPAC meeting, staff can provide an update on the bond refinement work to date, highlight points for ongoing engagement in bond program development and respond to questions and comments from MPAC members.

What packet material do you plan to include?
None

Materials following this page were distributed at the meeting.

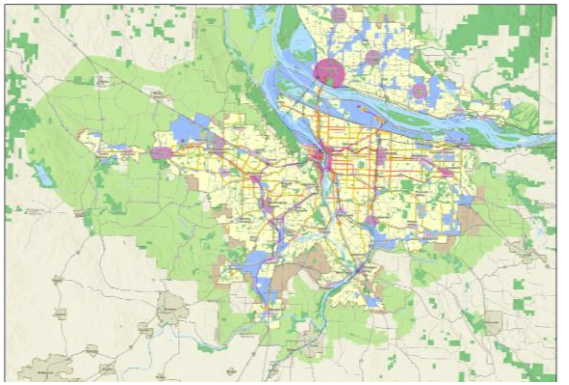
Regional mobility policy update

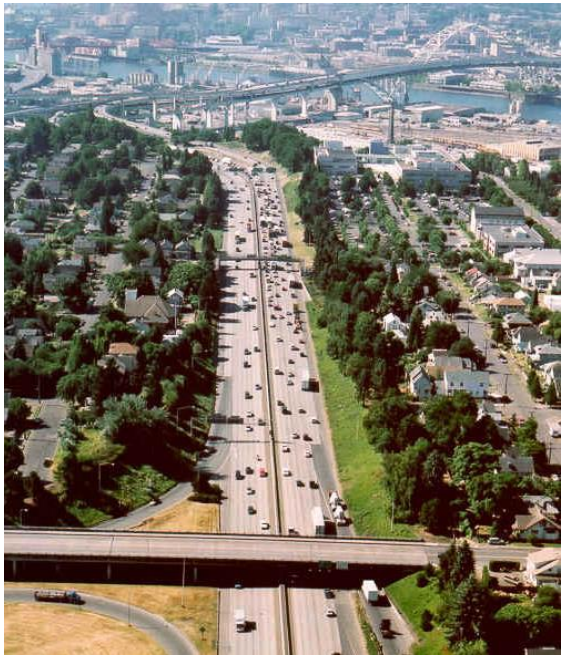
MPAC
April 28, 2021

Kim Ellis, Metro
Glen Bolen, ODOT

Metro

Oregon Department of Transportation





Today's purpose

Hear your ideas and feedback about:

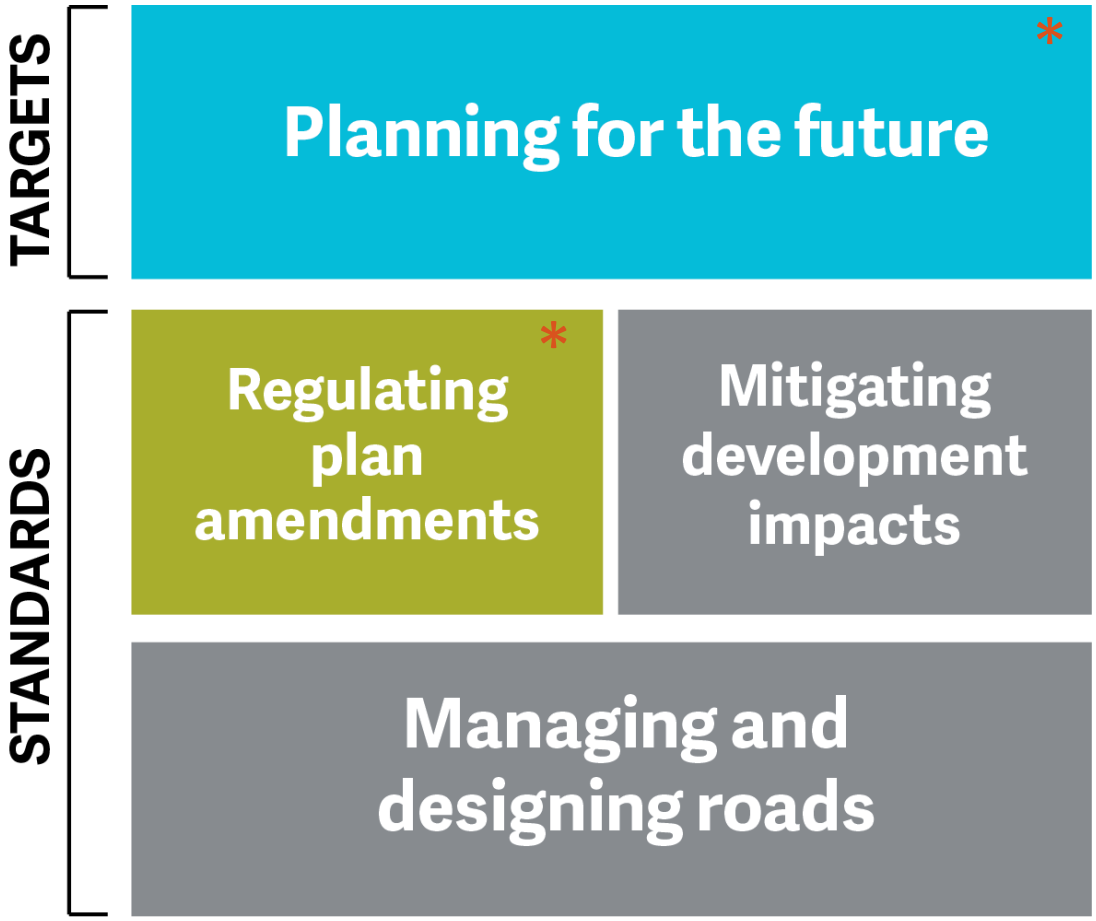
- Potential elements of updated mobility policy
- Approaches to measuring mobility

Project purpose

- Update the policy on how we define and measure mobility for the Portland area transportation system
- Recommend amendments to the RTP and Oregon Highway Plan Policy 1F for the Portland area

Visit oregonmetro.gov/mobility

State, regional and local decisions



Transportation system plans, corridor and area plans, including concept plans to set performance expectations to identify needs as defined in the RTP and Oregon Highway Plan

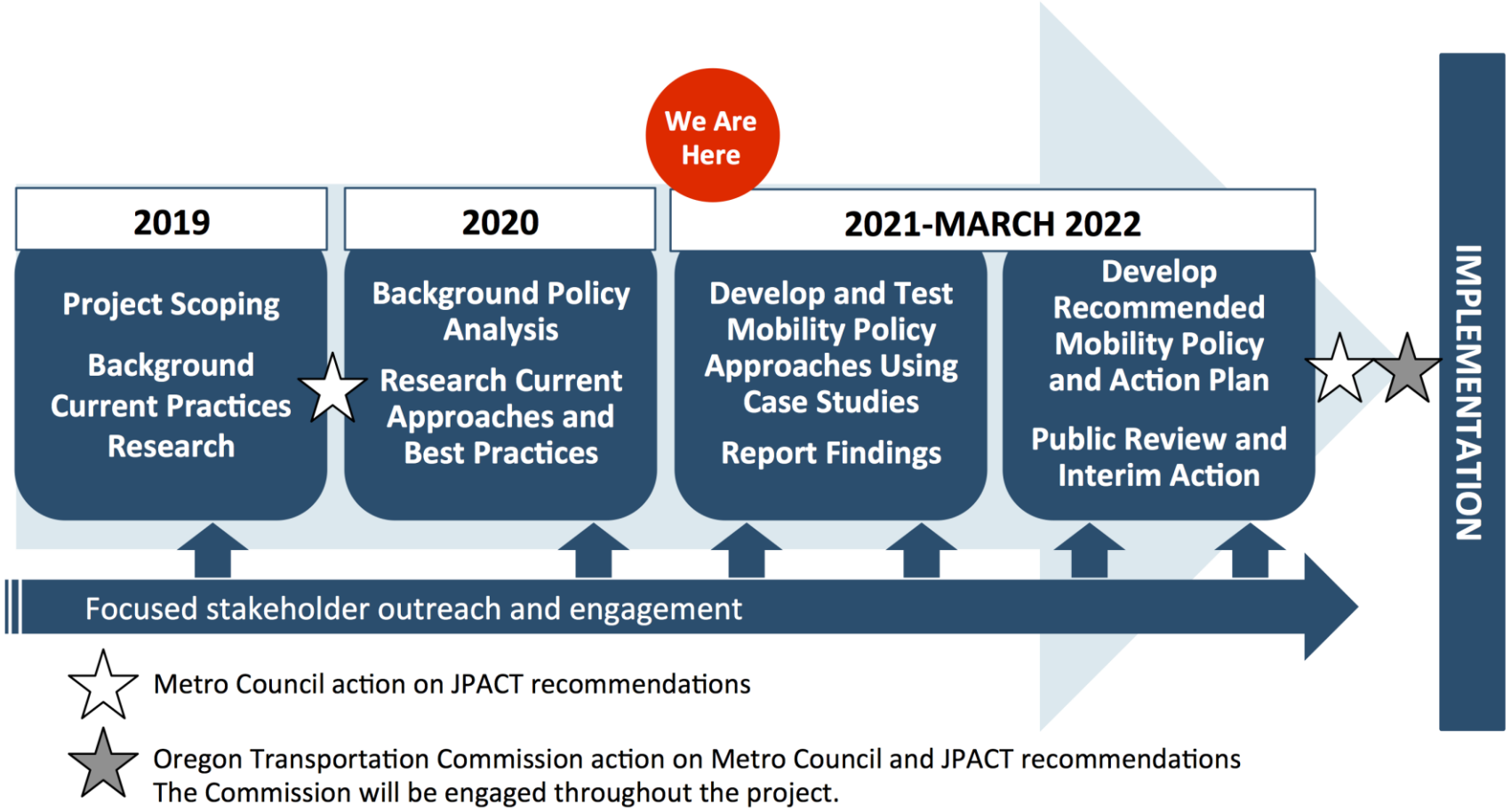
Zoning changes and land use plan amendments using transportation thresholds defined in the Oregon Highway Plan for state-owned roads and local codes for city- and county-owned roads

Development approval process to mitigate traffic impacts using thresholds defined in the OHP and local codes

Operational and road project designs as defined in the 2012 Oregon Highway Design Manual and local codes

* Focus of this effort

Project timeline



Where is this headed?

Plan 2020-23

2020-22

- Develop updated regional mobility policy (and associated measures)

This effort

2022-TBD

- Incorporate through OHP amendment/update (pending OTC approval)

2022-23

- Incorporate through RTP and functional plan updates (pending JPACT and Council approval)

Implement Post 2023

Post 2023

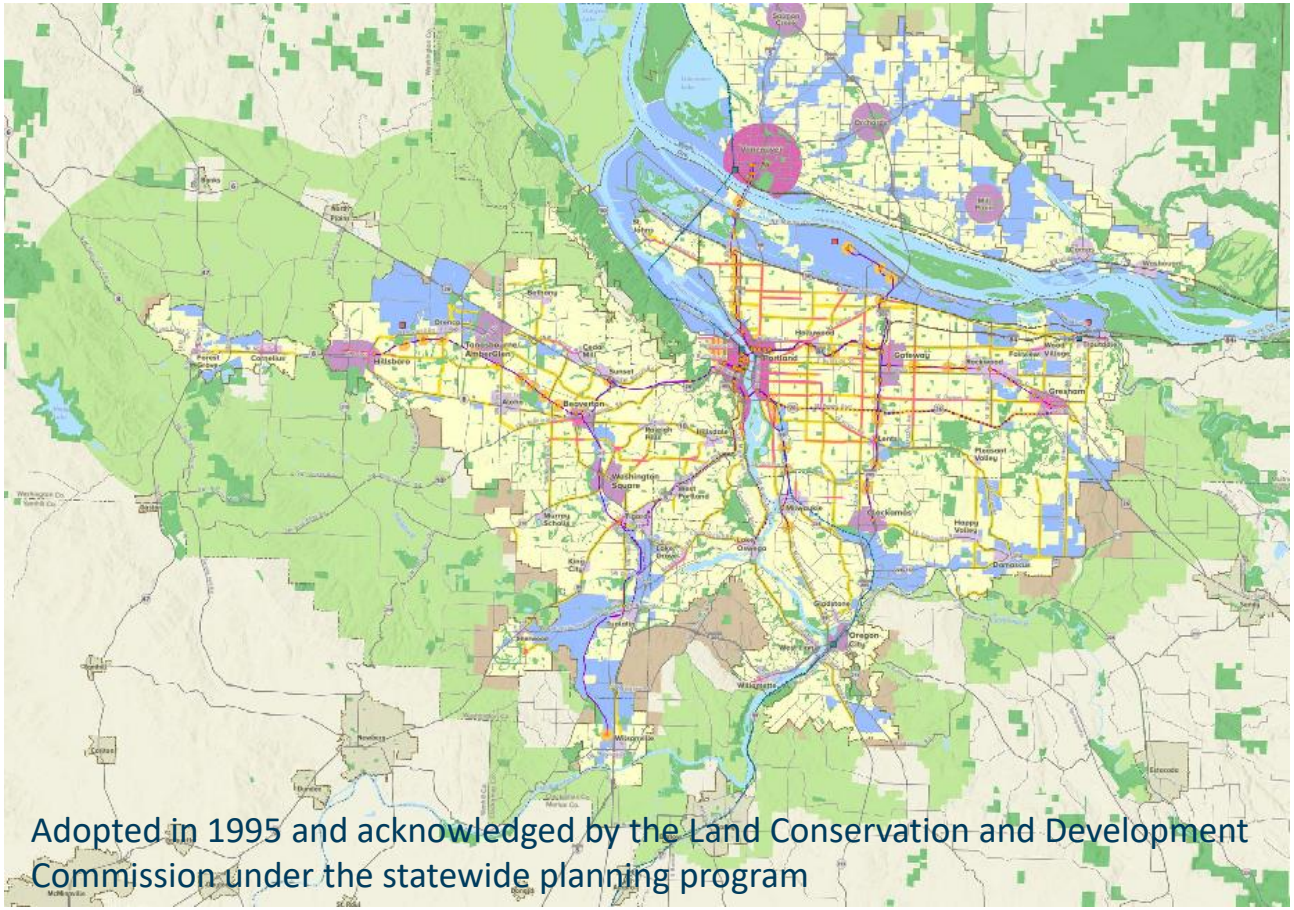
- Implement through TSPs and other local ordinances
- Update state and local standards, guidelines and best practices

2040 Growth Concept is our foundation

Adopted as the land use plan for the region under state law (ORS 197)

Transportation plans must be adequate to serve planned land uses

Codified in regional functional plans governing cities and counties



Adopted in 1995 and acknowledged by the Land Conservation and Development Commission under the statewide planning program

2018 Regional Transportation Plan priorities

The updated mobility policy must advance 2040 plan and these overarching RTP priorities.

Equity

Climate

Safety

Congestion

Oregon Transportation Commission Strategic Action Plan priorities

Equity

Prioritize diversity, equity, and inclusion by identifying and addressing systemic barriers to ensure all Oregonians benefit from transportation services and investments.

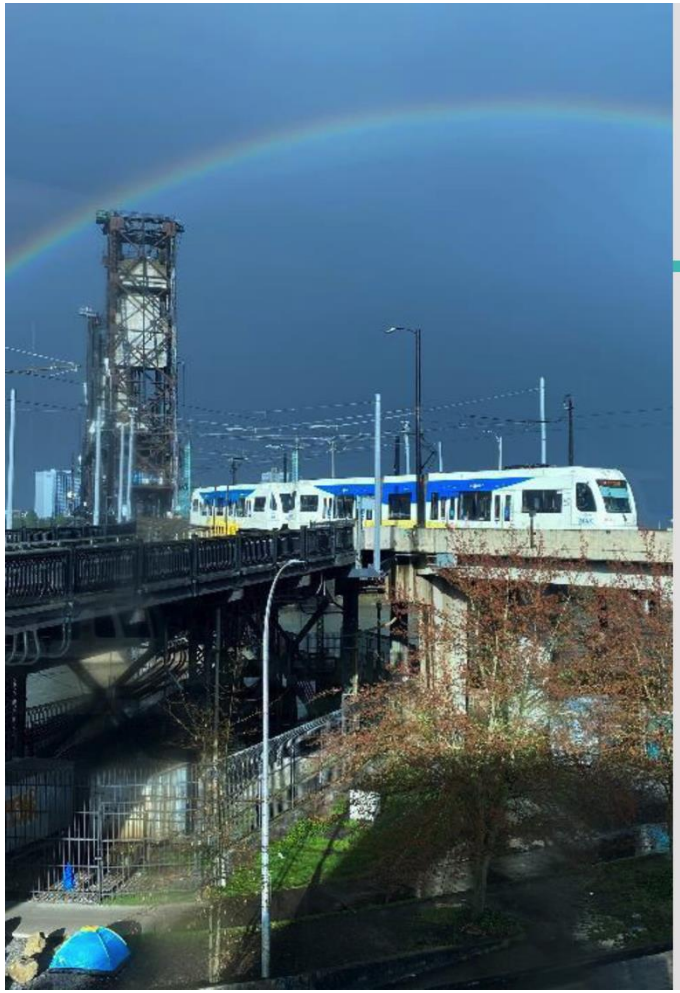
Modern Transportation System

Build, maintain, and operate a modern, multimodal transportation system to serve all Oregonians, address climate change, and help Oregon communities and economies thrive.

Sufficient and Reliable Funding

Seek sufficient and reliable funding to support a modern transportation system and a fiscally sound ODOT.

Oregon Transportation Commission Strategic Action Plan priorities

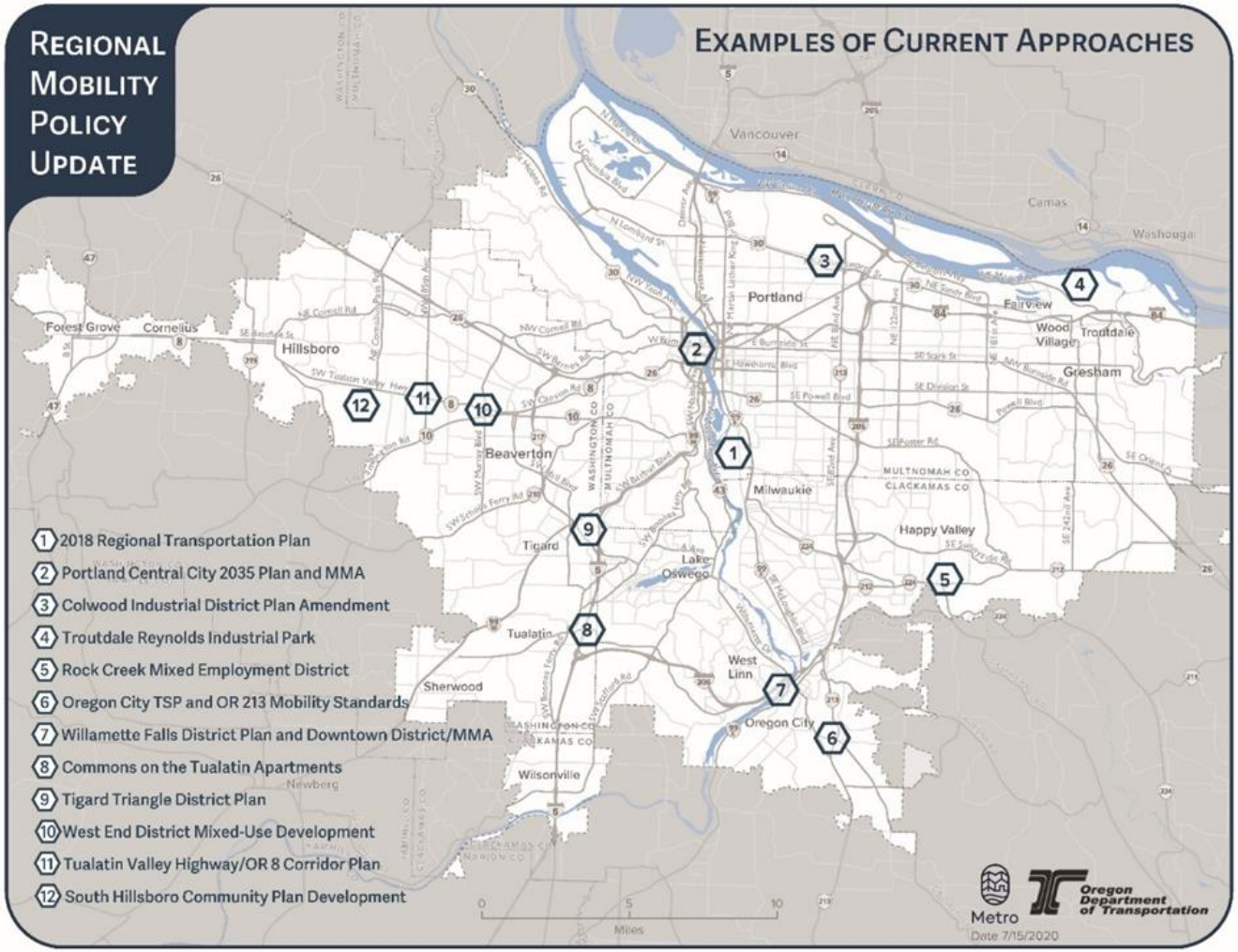


Modern Transportation System

Build, maintain, and operate a modern, multimodal transportation system to serve all Oregonians, address climate change, and help Oregon communities and economies thrive.

- **Preservation and Stewardship:** Preserve, maintain, and operate Oregon's multimodal transportation system and achieve a cleaner environment.
- **Safety:** Prevent traffic fatalities and serious injuries and ensure the safety of system users and transportation workers.
- **Accessibility, Mobility and Climate Change:** Provide greater transportation access and a broader range of mobility options for Oregonians and address climate change.
- **Congestion Relief:** Invest in a comprehensive congestion management strategy for the Portland metropolitan region to benefit all Oregonians. Implement system and operational innovations to reduce traffic congestion throughout Oregon.
- **Project Delivery:** Develop practical solutions to transportation problems in order to address community needs and ensure system reliability and resiliency.
- **Innovative Technologies:** Invest in and integrate technologies to improve transportation services and operations throughout Oregon.

Research on current approaches in the region



Information about all twelve available on the project website

oregonmetro.gov/mobility

Key themes and observations

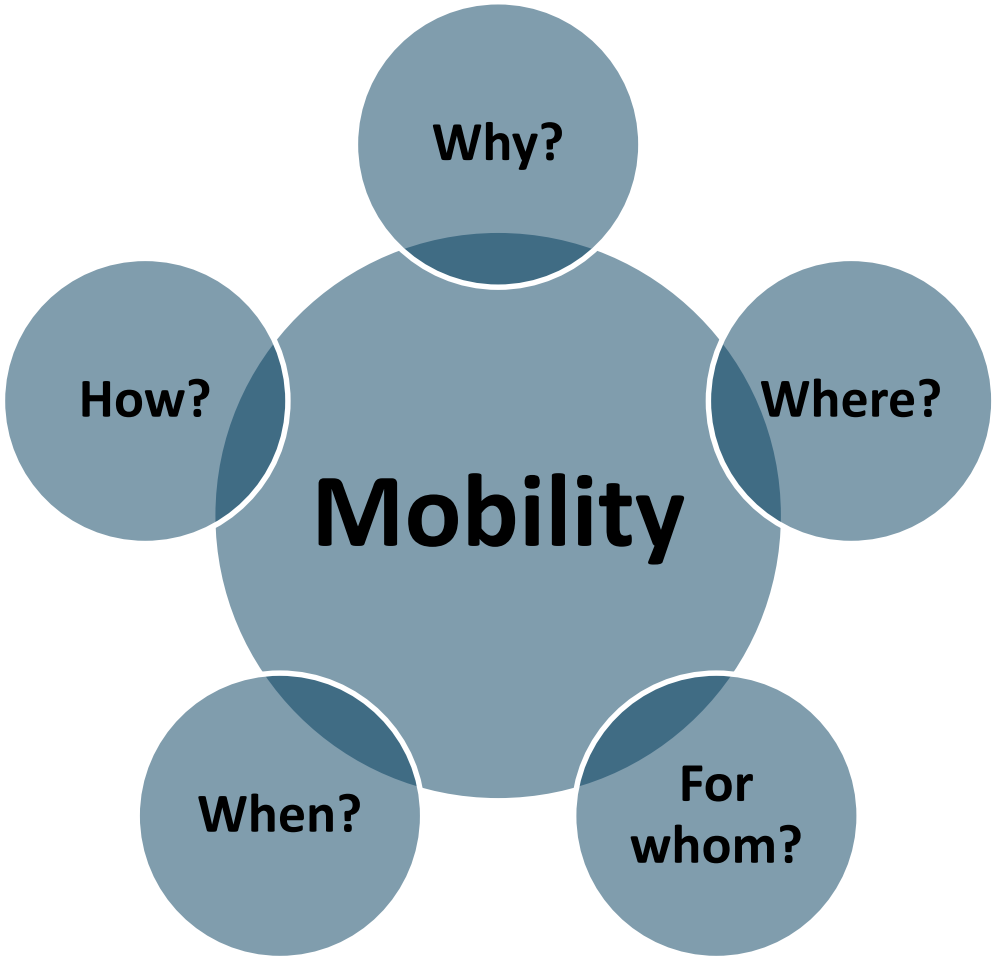
- Mobility is one of many policies and measures considered in system planning
- V/C measure is a useful diagnostic tool
- V/C ratio is more strictly applied as we move from system planning to project design

- Broad support to use multi-modal measures when evaluating transportation impacts of plan amendments and development
- Plan amendments should focus more on consistency with the local plans than the v/c measure

Stakeholder definitions of mobility

- “Getting to where you need to go safely, affordably and reliably no matter your [mode of travel], age, gender, race, income level, ZIP code...”
- "Mobility – focus on moving people and moving goods predictably and efficiently.”
- "Efficient freight movement and access to industry and ports...play a key role in the state’s economic development."

How do you *define* mobility?



Draft Mobility Policy Elements

Access	• All people and goods can get where they need to go.
Time Efficiency	• People and goods can get where they need to go in a reasonable amount of time.
Reliability	• Travel time is reliable or predictable for all modes.
Safety	• Available travel options are safe for all users.
Travel Options	• People can get where they need to go by a variety of travel options or modes.

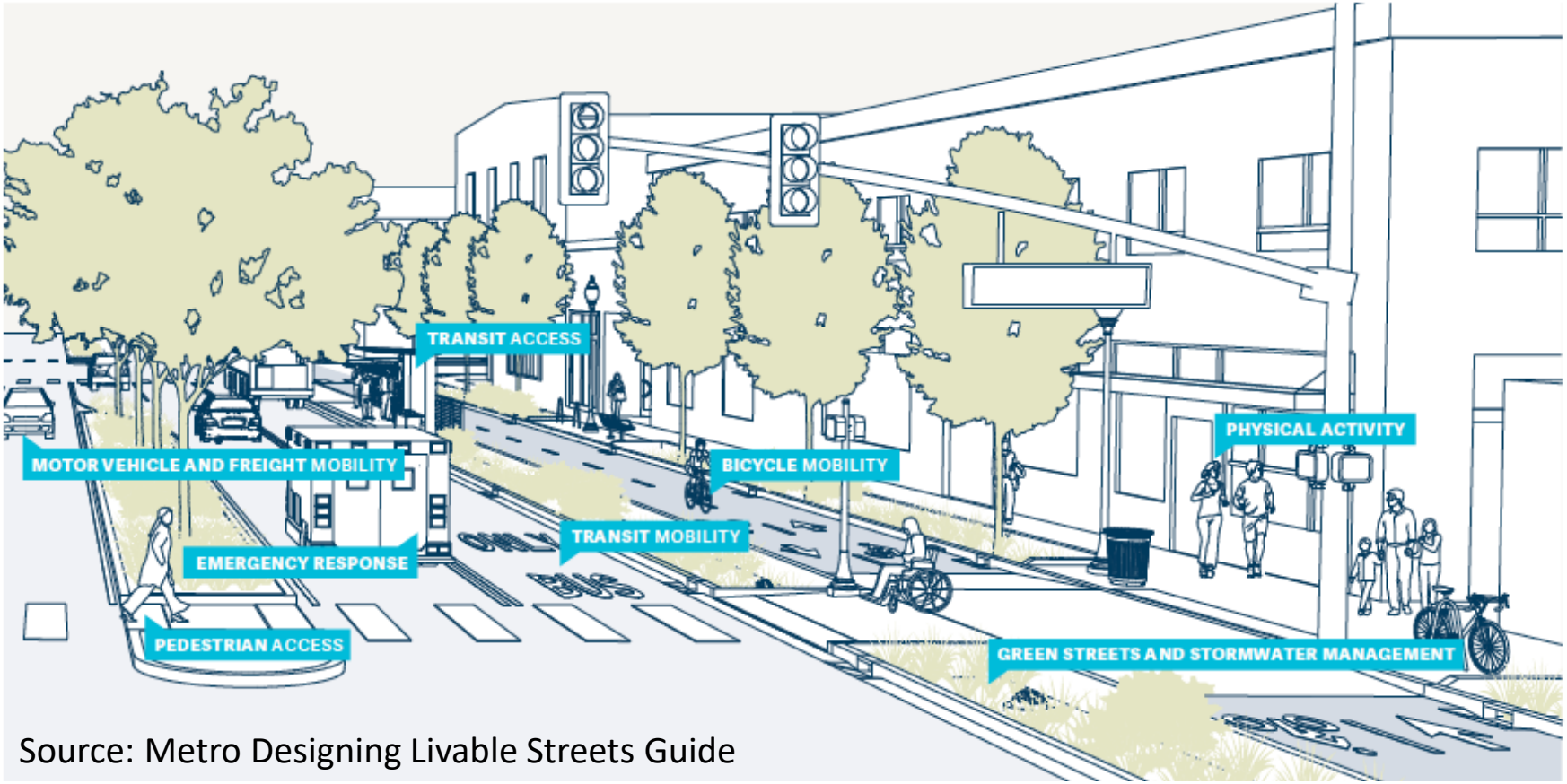
Mobility policy considerations

Updated policy needs to:

- Be equitable
- Include multiple measures that consider:
  - land use context
  - facility type and function(s)
  - user needs
  - time of day
  - travel options
- Consistently inform different planning applications

What does mobility look like?

Streets serve many different functions. Various functions and modes may be prioritized on different streets depending on planned land use context.



Source: Metro Designing Livable Streets Guide

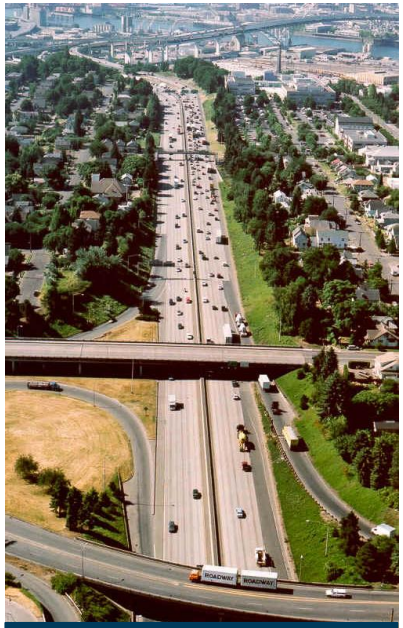
How should we measure mobility in different contexts?

Source: Metro Designing Livable Streets Guide

Downtowns, main streets business districts

Source: Metro Designing Livable Streets Guide

Industrial areas



Throughways

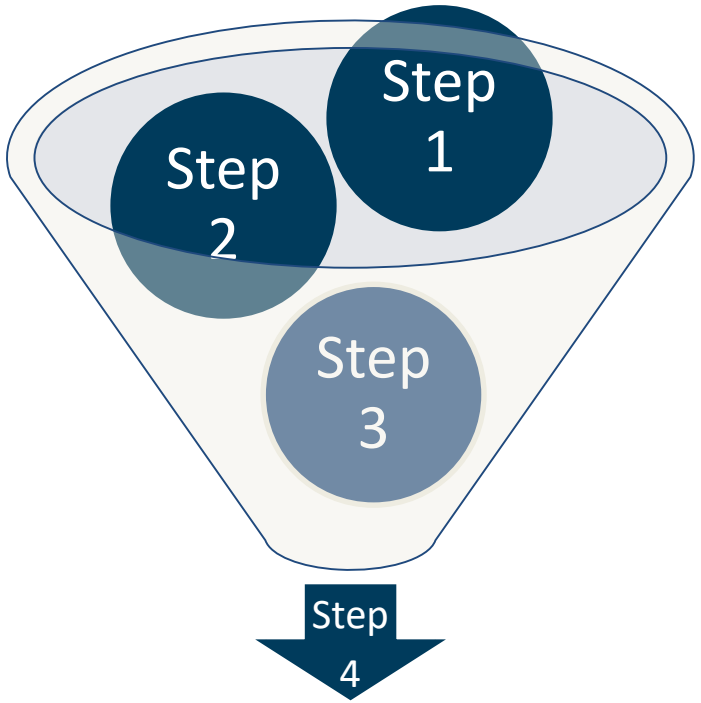
Screening process

Step 1 – Identify ways to measure the policy elements *(38 measures)*

Step 2 – Screen and rank measures *(38 measures)*

Step 3 – Select top 3-5 measures for each policy element *(17 measures)*

Step 4 – Narrow top measures based on technical needs and feasibility *(12 measures)*



12

potential measures to consider testing

Draft Potential measures

Being considered for testing and refinement

Listed in order from highest to lowest screening score

Measure	Mobility Policy Elements				
	Access	Time Efficiency	Reliability	Safety	Travel Options
Multimodal Level of Service (MMLOS)	●			○	All modes
Level of Traffic Stress (LTS)	●	○		●	Bike, Pedestrian
Pedestrian crossing index	●	●		●	Pedestrian
System completeness	●	○		○	All modes
Travel speed			○	●	Vehicle, Freight, Transit
Accessibility to destinations	●	○	○		All modes
Hours of congestion/ duration of congestion		●	●		Vehicle, Freight, Transit
Travel time reliability		○	●		Vehicle, Freight, Transit
Vehicle miles traveled (VMT) per capita	○	●		○	Vehicle, Freight, Transit
Travel time		●			All modes
Volume-to-capacity ratio for roadway links		●	○		Vehicle, Freight
Volume-to-capacity ratio at Intersections		●	○		Vehicle, Freight

● direct measure ○ indirect measure

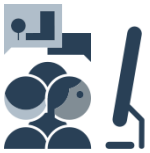
Next steps

April to May 2021 – Seek input on potential mobility policy elements and measures for testing

Stakeholder forums, briefings to regional advisory committees and county coordinating committees

June 2021 – Seek JPACT and Council direction on mobility elements and measures to test

Summer 2021 – Test mobility policy elements and measures through case studies



Fall/Winter 2021 – Report findings and develop draft mobility policy and measures for further review and input

Discussion

Looking at the draft mobility elements and measures:

1. Are these the most important elements to include in the updated mobility policy? Anything missing?
2. Are these metrics going to produce the information needed to measure success on the five mobility elements? Anything missing?
3. Which elements and measures are most important in these different contexts – centers, industrial areas and throughways?

Thank you!

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Metro

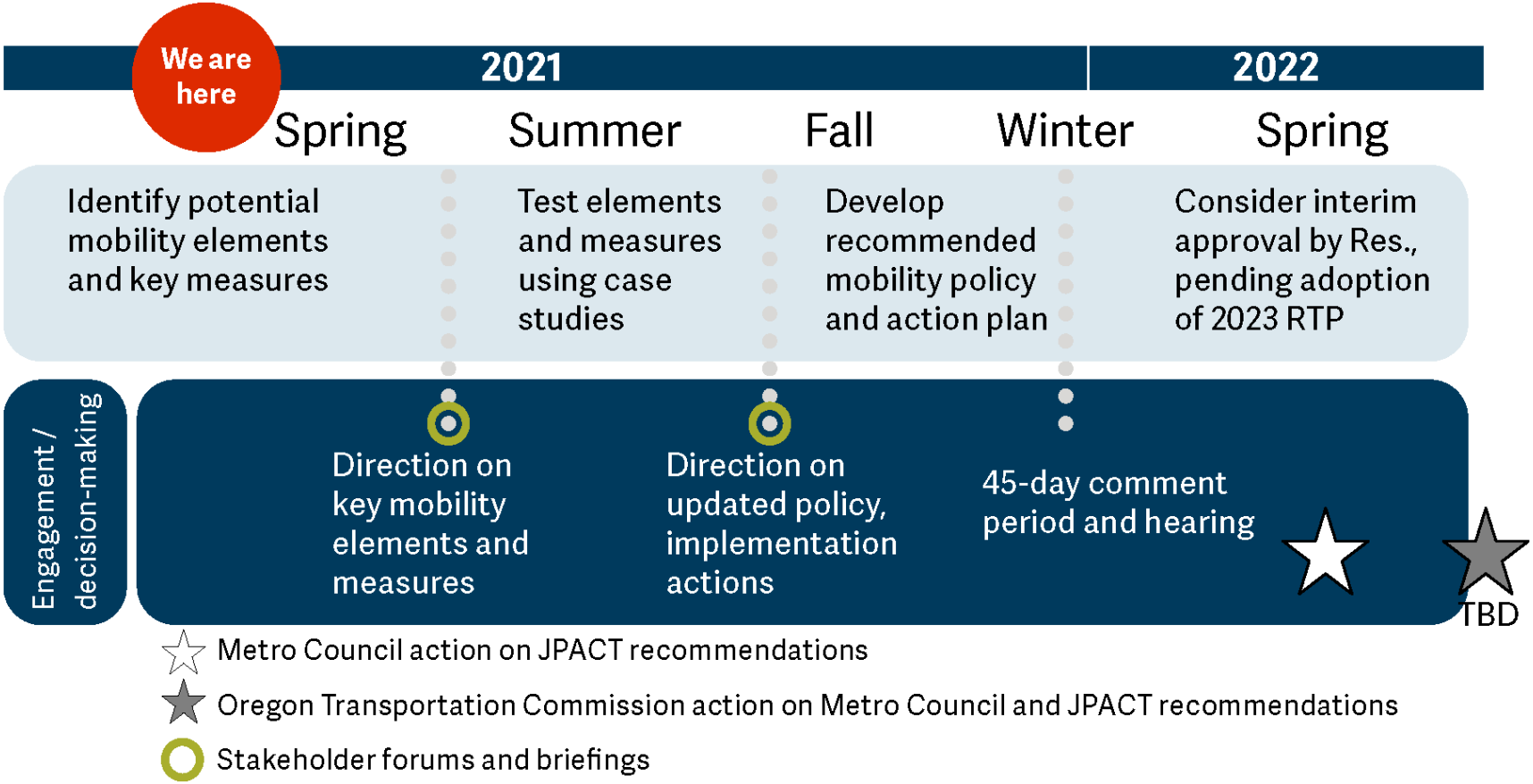
Oregon Department of Transportation






oregonmetro.gov /mobility

Engagement and decision milestones



Screening criteria used in Steps 2 and 3 to rank and identify top measures by mobility policy element

▪Access	⑩Does the measure help estimate potential increase in access to opportunities, social connections, and goods for all people? ⑩Does it evaluate access for people and/or for goods at the statewide, regional, and local levels, consistent with functional classification? ⑩Does it measure if a transportation system provides meaningful access to travel choices for all people?
▪Travel choices	⑩Does the measure help evaluate the availability and viability of modal choices for people? ⑩Does the measure help evaluate the availability and viability of modal choices for goods?
▪Reliable & efficient mobility	⑩Does the measure help evaluate whether the transportation system is used efficiently? ⑩Does the measure help evaluate whether the people and/or goods are able to travel efficiently? ⑩Does the measure help evaluate whether people and freight can conduct their regular travel in a predictable and reasonable amount of time?
▪Safety	⑩Does the measure help estimate potential reduction in crashes, especially fatal and serious injury crashes? ⑩Does the measure correlate to factors that are known to increase or decrease safety?
▪Other regional goals	⑩Does the measure have a positive correlation to equity goals? ⑩Does the measure have a positive correlation to climate change and air quality goals? ⑩Does the measure have a positive correlation to land use goals and support 2040 land use implementation? ⑩Does the measure have a positive correlation to fiscal stewardship goals?

Note: The screening process utilized the screening criteria established in **Supporting Document C**.
The memorandum identified 10 screening criteria categories, which were then pared down to those shown above.

Screening criteria used in Step 4 to identify most promising measures

Technical needs and feasibility

- Ease of analysis
- Direct correlation to mobility
- Overlap with other policy elements

Initial qualitative assessment of evaluation criteria that will be applied during the case studies.

Potential measures descriptions

Measure	Description
Multimodal Level of Service (MMLOS)	MMLOS is a level of service (LOS) system that measures the quality and level of comfort of facilities per mode based on factors that impact mobility from the perspectives of pedestrians, cyclists, and transit riders, respectively.
Level of Traffic Stress (LTS)	Level of traffic stress (LTS) classifies points and segments on routes into different categories of stress ranging from 1 (low stress) to 4 (high stress) based on factors that correlate to the comfort and safety of the bicyclist or pedestrian using that facility.
Pedestrian Crossing Index	The distance between pedestrian crossings compared to a target maximum distance.
System Completeness	The percent of planned facilities that are built within a specified network.
Travel Speed	Average or a percentile speed for a network segment or between key origin-destination pairs, during a specific time period.

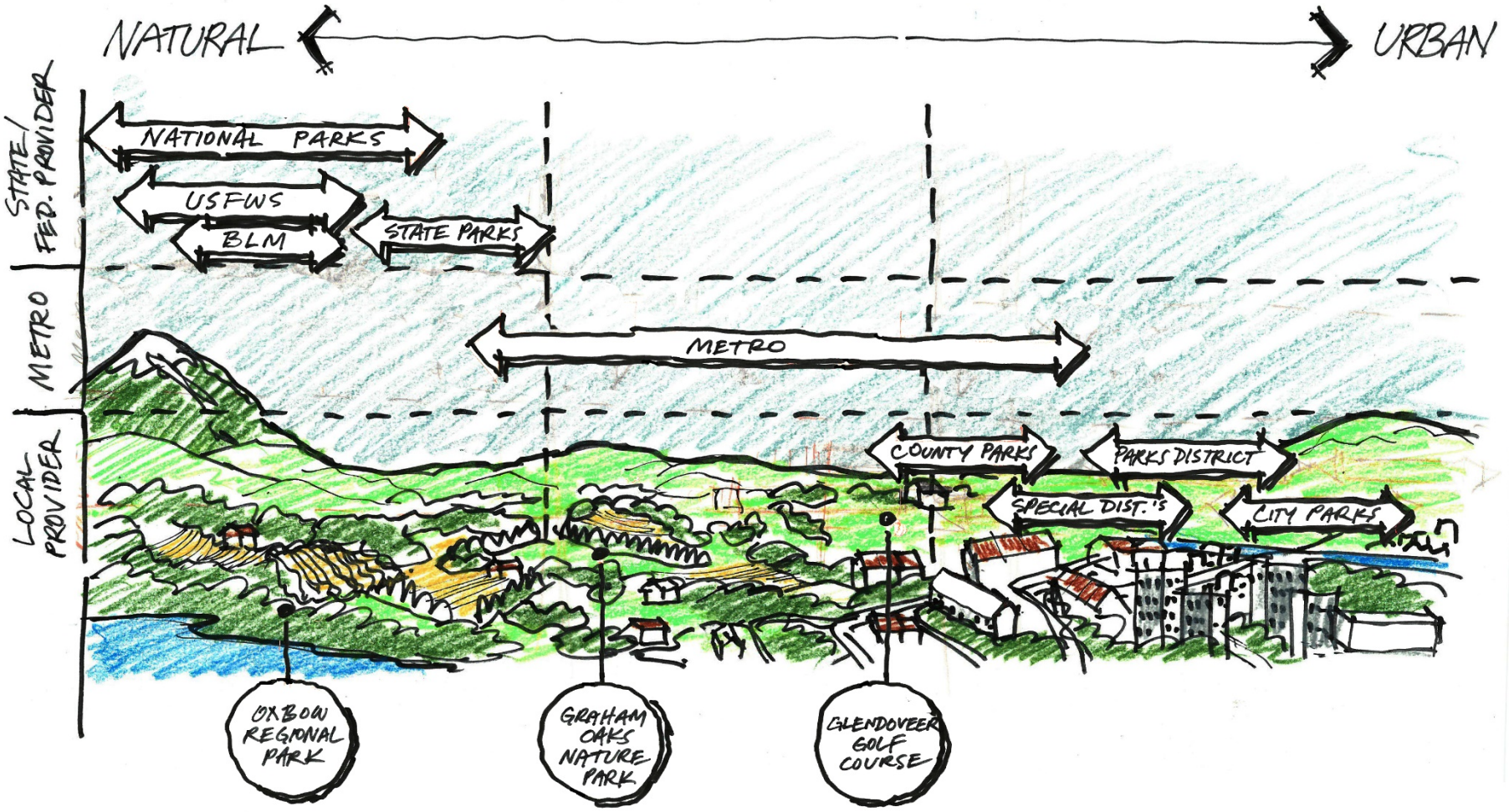
Potential measures descriptions

Measure	Description
Accessibility to Destinations	The number of essential destinations within a certain travel time or distance, by different modes.
Duration of Congestion	The number of hours within a time period, most often within a weekday, where a facility's congestion target is exceeded.
Travel Time Reliability	Indicators of congestion severity that assess on-time arrival and travel time variability.
VMT per Capita	The number of miles traveled by motorists within a specified time period and study area, per the study area's population.
Travel Time	Average or a percentile time spent traveling between key origin-destination pairs, during a specific time period.
Volume to Capacity Ratio (for roadway links and intersections)	The ratio of traffic volume to the capacity of a roadway link or intersection during a specified analysis period.

2019 parks and nature bond update

April 2021

Metro Parks and Nature's role in the region

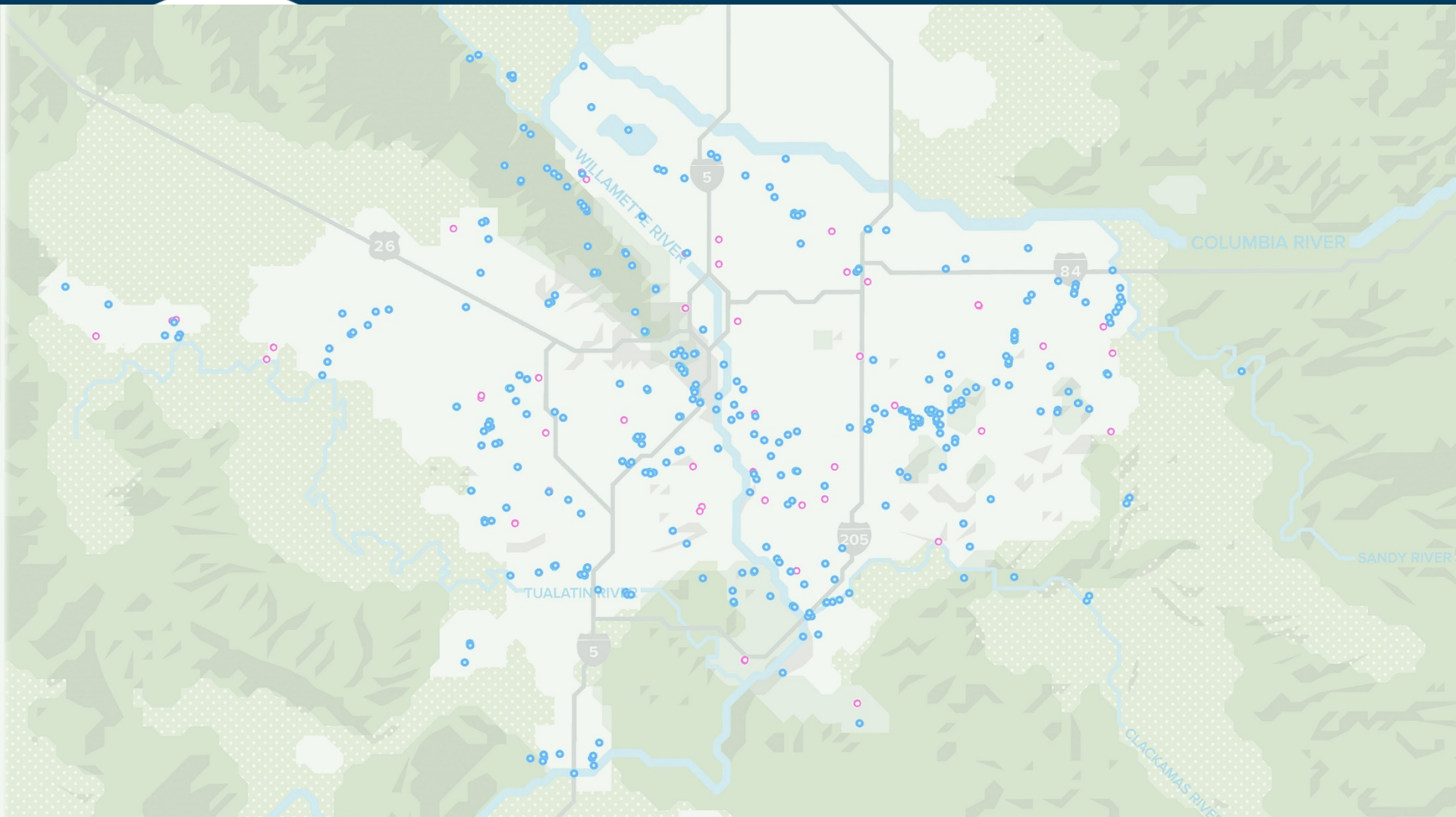


Access to nature

Three decades protecting what makes this place special

- **Natural area land acquisition ($278 million)**
  - 14,000+ acres
  - 100 miles of streams
- **Local community investments ($84 million)**
  - Local parks, trails and natural areas
  - Nature in Neighborhood grants
- **Metro capital projects ($33 million)**
  - Nature parks
  - Regional trail projects
  - Fish habitat restoration

Investing in communities



Special places across the region

$475 million to improve water quality, protect fish and wildlife and connect people to nature

1. Land acquisition and restoration
2. Metro park improvements
3. Community grants
4. Local share
5. Trails
6. Large scale community visions

Bond criteria set this measure apart

Advance racial equity

Prepare for climate change

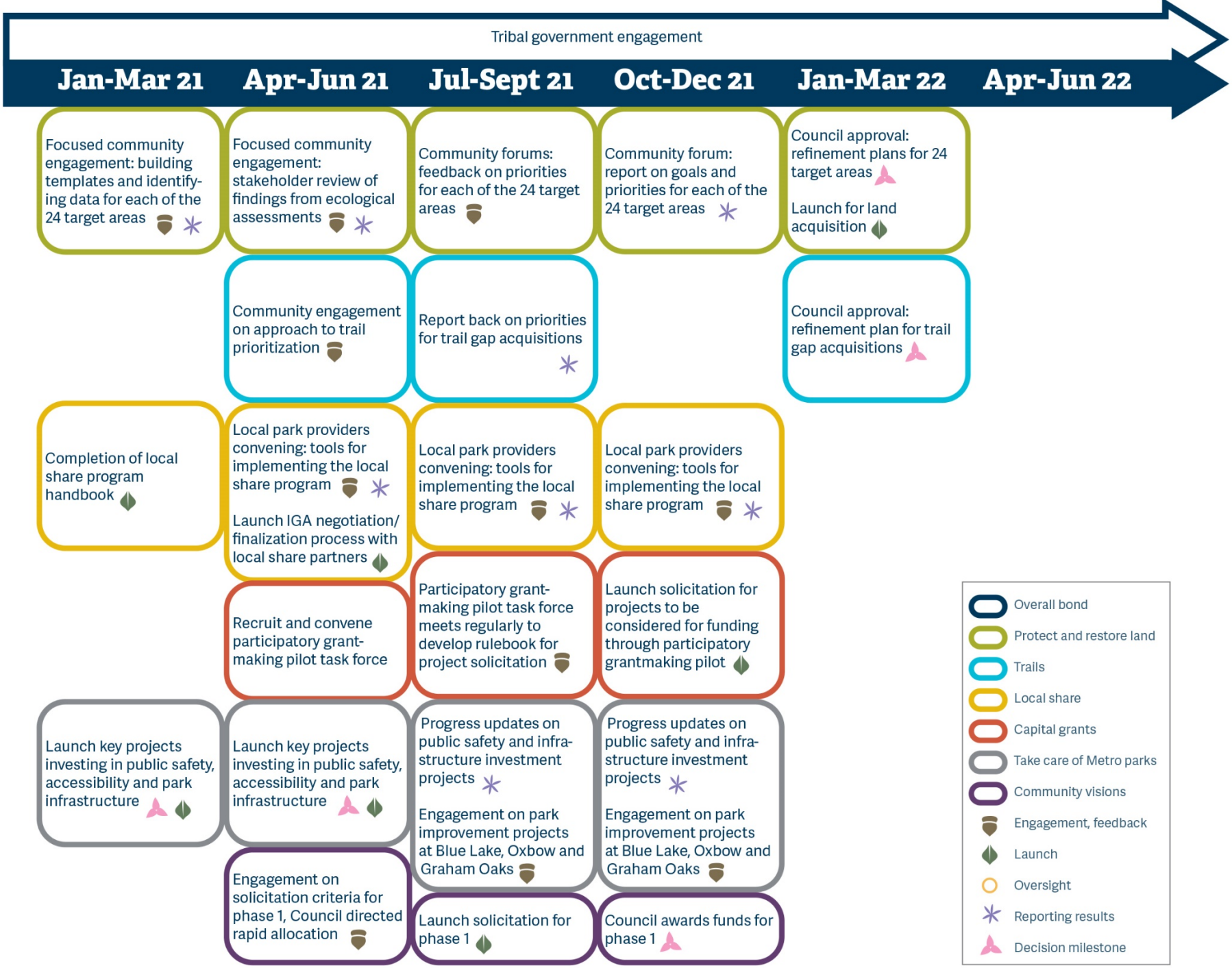
Base decisions on meaningful engagement

Bond refinement

Determine how bond funds will be invested within each program to meet the bond criteria and values

Progress made

- ✓ Safety and accessibility at Metro sites
- ✓ Oversight committee
- ✓ Local share program launch
- ✓ Partner and stakeholder engagement


Tribal government engagement
Jan-Mar 21
Apr-Jun 21
Jul-Sept 21
Oct-Dec 21
Jan-Mar 22
Apr-Jun 22
Focused community engagement: building templates and identifying data for each of the 24 target areas
Focused community engagement: stakeholder review of findings from ecological assessments
Community forums: feedback on priorities for each of the 24 target areas
Community forum: report on goals and priorities for each of the 24 target areas
Council approval: refinement plans for 24 target areas
Launch for land acquisition
Community engagement on approach to trail prioritization
Report back on priorities for trail gap acquisitions
Council approval: refinement plan for trail gap acquisitions
Completion of local share program handbook
Local park providers convening: tools for implementing the local share program
Launch IGA negotiation/ finalization process with local share partners
Local park providers convening: tools for implementing the local share program
Local park providers convening: tools for implementing the local share program
Recruit and convene participatory grant-making pilot task force
Participatory grant-making pilot task force meets regularly to develop rulebook for project solicitation
Launch solicitation for projects to be considered for funding through participatory grantmaking pilot
Launch key projects investing in public safety, accessibility and park infrastructure
Launch key projects investing in public safety, accessibility and park infrastructure
Progress updates on public safety and infrastructure investment projects
Engagement on park improvement projects at Blue Lake, Oxbow and Graham Oaks
Progress updates on public safety and infrastructure investment projects
Engagement on park improvement projects at Blue Lake, Oxbow and Graham Oaks
Engagement on solicitation criteria for phase 1, Council directed rapid allocation
Launch solicitation for phase 1
Council awards funds for phase 1
Overall bond
Protect and restore land
Trails
Local share
Capital grants
Take care of Metro parks
Community visions
Engagement, feedback
Launch
Oversight
Reporting results
Decision milestone

Land acquisition and restoration

Refinement goal:
Council adopts refinement plans for 24 target areas by early 2022, kicking off land acquisition

Metro park improvements

Refinement goals:

- Continue to address urgent infrastructure needs

- Work with community to prioritize second phase projects

Nature in Neighborhoods capital grants

Refinement goals:

- launch participatory pilot <u>by 2022</u>

- Launch competitive capital grants program <u>by 2023</u>

Walking and biking trails

Refinement goals:

- Adopt trail gap acquisition priority list by early 2022
- Create trail grant program (timing TBD)

Large scale community visions

Refinement goals:

- Develop solicitation package for Phase 1 by fall 2021

- establish community-centered approach for Phase 2 in 2022

Local share

Refinement goals:

- Launch program this spring
- Park providers submit priority projects and sign IGAs starting summer 2021

Local share program

- $92 million, 1/5 of total bond
- 27 park providers (cities, counties, park districts)
- Invests in local projects to meet community needs
- Projects must meet bond and program criteria

Meaningful community engagement

- Exploring options with park providers
- Adapting to each community
- Setting achievable expectations
- Doing more than currently doing
- Sharing resources, comparing experiences

Investing bond funds equitably

- Work with partners to set achievable goals
- Provide recommendations and resources
- Adapt existing programs to park/natural area projects

Climate resiliency

- Required of every project
- Evolving science and best practices
- Providing examples
- Hosting discussions and providing consultation

Focus on nature

- Land acquisition
- Habitat restoration and connectivity
- Public access improvements
- Design and construction of trails
- Environmental educational facilities

Opportunities to shape refinement

Summer 2021

- Help prioritize trail gap acquisitions
- Document conditions in 24 target areas
- Identify priority projects for local share funding (ongoing)
- Task force for participatory pilot

Fall 2021

- Identify priority trail gap and land acquisitions

Questions?

Metro

oregonmetro.gov/parksandnaturebond

oregonmetro.gov