

Council work session agenda

Tuesday, October 18, 2022 **10:30 AM** **<https://zoom.us/j/615079992> (Webinar ID: 615079992) or 929-205-6099 (toll free)**

Please note: To limit the spread of COVID-19, Metro Regional Center is now closed to the public. This work session will be held electronically.

You can join the meeting on your computer or other device by using this link:
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Call to Order and Roll Call

Work Session Topics:

10:30 State Legislative Agenda [22-5774](#)

Presenter(s): Anneliese Koehler (she/her), Metro
 Jenna Jones (she/her), Metro

Attachments: [Staff Report](#)
 [Attachment 1](#)
 [Attachment 2](#)
 [Attachment 3](#)
 [Attachment 4](#)
 [Attachment 5](#)
 [Attachment 6](#)
 [Attachment 7](#)
 [Attachment 8](#)

11:15 2023 Regional Transportation Plan: Regional Mobility Policy

[22-5781](#)

Presenter(s): Margi Bradway (she/her), Metro
Kim Ellis (she/her), Metro
Glen Bolen (he/him), ODOT
Susie Wright (she/her), Kittleson Associates

Attachments: [Staff Report](#)
[Attachment 1](#)
[Attachment 2](#)
[Attachment 3](#)
[Attachment 4](#)

12:00 Chief Operating Officer Communication

12:05 Councilor Communication

12:10 Adjourn

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

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State Legislative Agenda
Work Session Topic

Metro Council Work Session
Tuesday, October 18, 2022

STATE LEGISLATIVE AFFAIRS UPDATE

Date: September 29, 2022

Department: GAPD

Meeting Date: October 18, 2022

Prepared by: Anneliese Koehler,
Legislative Affairs Manager and Jenna
Jones, State and Regional Affairs Advisor

Presenter(s): Anneliese Koehler,
Legislative Affairs Manager and Jenna
Jones, State and Regional Affairs Advisor
Length: 45 minutes

ISSUE STATEMENT

This work session is an opportunity to discuss Metro Council's objectives for the 2023 Oregon legislative session. The current political climate and proposed legislative priorities will be discussed. Additional concepts will be presented at subsequent work session later this winter.

ACTION REQUESTED

The Council may wish to discuss specific legislative concepts or principles or direct staff to develop additional legislative concepts before adopting its legislative agenda prior to the start of the 2023 legislative session.

IDENTIFIED POLICY OUTCOMES

Support Metro's policy goals through engagement with the Oregon State Legislature.

POLICY QUESTION(S)

- Does the Council wish to confirm or change previous policy direction under which staff is currently operating with respect to issues that are likely to surface in 2023?
- Are there additional topics which the Council would like to adopt legislative positions?
- Are there particular legislative positions that the Council would like staff to prioritize in 2023?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

See issue sheets and Council's Legislative Principles. Note that these are just some of the concepts we plan to present to the Council. More are coming at a subsequent work session in November/December.

STAFF RECOMMENDATIONS

See individual issue sheets and Council's Legislative Principles

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Elections

As staff prepares for the 2023 legislative session, there is a fair amount of uncertainty about future political dynamics. For the first time in eight years, there is an open seat for Governor and a viable third-party independent candidate. In addition, recent redistricting has resulted in a significant number of longstanding legislative members running for other seats at the state and congressional level. For example, nearly two-thirds of the Oregon House will have served one term or less when they gavel into session in February.

Legislative Makeup and Power Shifts

This session will also mark significant leadership change in Salem. Last short session, longest serving Speaker of the House Tina Kotek stepped down to run for Governor. The longest serving lawmaker, Senate President Peter Courtney is also not seeking re-election. Oregon will have a new Senate President for the first time in twenty years. Redistricting also adds to the sense of uncertainty because it is less clear what the likely party makeup will be in each chamber. For the past decade, Democrats have had a majority and at times, a super majority, in both chambers. Typically, only a few seats in each chamber are in play. With redistricting, however, there remains additional unknowns and there is a higher possibility of a more significant change.

Legislative Outreach

With so many changes anticipated, staff has been working to ensure that current and incoming legislators are aware of Metro's priorities and understand the various areas of interest. For example, we've been partnering with local jurisdictions to create a land use 101 for legislators and lobbyists to increase their expertise and understanding of this complex issue. In addition, we've reached out to legislative candidates to ensure they know about Metro and our role in the region and the state. We also continue to meet with current legislators, jurisdictional partners, culturally specific organizations, and community organizations to discuss our priorities.

State Legislative Priorities

Unlike prior sessions, we anticipate that this next session will not be dominated by COVID-19 response. Barring any significant public health changes, it will certainly continue to be a topic, but it is unlikely to be the focus of session. We think that housing and homelessness, climate resiliency, infrastructure and economic recovery will likely be main primary conversation drivers this upcoming session. In addition, budget will also be top of mind for many in the building. The current economic forecast for the upcoming biennium is rosy but that doesn't take into account the significant infusion of one-time federal funds that are unlikely to be repeated. The state funded a significant number of "one-time" programs that many would like to see become permanent.

Next Steps

We anticipate that this legislative agenda setting process will be iterative. Staff plans to continue meeting with our local jurisdictional partners, our state partners, and our community-based partners to share our initial thoughts on priorities as well as learn what

our partners are pursuing. As part of our commitment to racial equity, part of our outreach will be to culturally-specific and Black, Indigenous, and People of Color organizations to ensure that we are incorporating, as appropriate, their legislative priorities. We plan to return to Council in early winter with an additional set of priorities for your continued deliberation.

BACKGROUND

Council adopts a State Legislative Agenda and State Legislative Principles annually. This is the second meeting to discuss the next iteration of Council's legislative priorities and principles.

ATTACHMENTS

Legislative issue sheets on:

- Abandoned and derelict vessels and recreational vehicles
- Private activity bonds for affordable housing
- Gun safety
- Equitable housing
- Convenient and equitable electronic recycling and reuse
- State-owned urban arterials
- Interstate Bridge Replacement Project

State Legislative Principles

[For work session:]

- Is legislation required for Council action? ☐ Yes ☒ No
- If yes, is draft legislation attached? ☐ Yes ☐ No
- What other materials are you presenting today? Legislative issue sheets

METRO 2023 LEGISLATIVE ISSUE IDENTIFICATION

Person completing form/Department: Anneliese Koehler, GAPD

Date: 9/23/22

ISSUE: Gun safety

BACKGROUND:

In Oregon, many local governments including Metro are preempted by the state from regulating firearms on their properties if the holder has a concealed handgun license. While many gun owners are considerate and cooperative, occasionally we have a problem with a concealed handgun license holder who insists on carrying in crowded public spaces like the Zoo or our parks. We have received several complaints about such activity but are preempted by the state to address these incidents on our own property.

One of Metro Council previously adopted principles that guide Metro's legislative advocacy reads:

Firearms and Public Facilities: Metro supports legislation that increases Metro's authority to regulate the carrying of firearms on Metro properties and public venues and opposes legislation that limits or reduces that authority.

RECOMMENDATION:

Support efforts to allow Metro to regulate the carrying of firearms on Metro's properties including the grounds.

LEGISLATIVE HISTORY:

Metro has worked alongside local government partners to advance legislation allowing local governments to regulate firearms owned by concealed handgun license holders on their properties. We have advocated for the lifting of the pre-emption as well as a clearer definition of public building to include the grounds surrounding the public building.

In 2019, we urged the Legislature to pass SB 978, the omnibus gun safety bill which included provisions to lift the pre-emption. The bill failed when leadership agreed to set it aside the first time the Senate Republicans denied quorum. In 2021, SB 554, the legislation that addressed safe gun storage and local authority over firearms passed. While earlier versions of the bill would have given Metro, special districts, counties and cities authority to regulate firearms on their properties, the language was stripped out in a last-minute deal, leaving only schools and the Port of Portland with authority to regulate firearms.

OTHER INTERESTED PARTIES:

Other local government partners including the League of Oregon Cities and the Special District Association of Oregon have supported past efforts. The Association of Oregon Counties opposed the effort in 2021.

Gun safety advocates have supported past efforts and pro-gun organizations like the National Rifle Association have opposed past efforts.

IMPACT IF PROPOSED ACTION OCCURS:

Metro would have the ability to regulate concealed handgun licensee holders' firearms on its property.

RACIAL EQUITY IMPACTS

Gun violence disproportionately harms BIPOC members and communities; BIPOC community members are more likely to experience gun homicide and gun-related assaults than their white counterparts. Because of systemic racism, efforts to prevent gun violence, including firearm restrictions, do not necessarily result in reducing racial disparities. Historically, many U.S. firearm restrictions laws and their enforcement and implementation have been entwined with systemic racial discrimination in policing and criminal justice. Firearm restrictions can be used to prevent gun violence, but the implementation of the restrictions is critical to prevent further racial disparities. Should the pre-emption be lifted, how and what Metro chooses to do with the new authority can result in further harm or reduce harm to BIPOC communities.

CLIMATE IMPACTS

Not applicable.

METRO 2023 LEGISLATIVE ISSUE IDENTIFICATION

Person completing form/Department: Anneliese Koehler, GAPD

Date: 9/20/22

ISSUE: Interstate Bridge Replacement Project

BACKGROUND:

The Interstate 5 Bridge is a critical connection between Oregon and Washington across the Columbia River. It is the most important freight highway on the West Coast and links regional, national and international markets. With portions of the bridge over 100 years old, it is at risk of collapse from a major earthquake and needs to be replaced.

The interstate bridge also faces significant safety issues. The bridge experiences crash rates over three times higher than statewide averages. It has closely spaced interchanges, narrow lanes, limited sight distance and lacks safety shoulders. The shared use paths are woefully inadequate and do not provide enough space for bikes or pedestrians. In addition, there are limited public transit options across the bridge and existing bus service is unreliable due to traffic congestion or bridge lifts.

Over the past year and a half, the Interstate Bridge Replacement Project has been working with community members and local agencies including Metro to develop a modified Locally Preferred Alternative (LPA) for the Interstate Bridge. The modified LPA was adopted by all local partner agencies and includes a partial interchange at Hayden Island, one auxiliary lane, variable rate tolling and light rail to Evergreen. The project anticipates completing environmental evaluation of the modified LPA by summer of 2024.

The current cost estimate for the bridge is between \$3.2 and \$4.8 billion and an updated estimate will be provided by the end of 2022. The project's funding plan is under development but includes future tolling revenue, significant federal funds for bridge and transit construction, and both Washington and Oregon state funding. In their most recent session, the Washington Legislature allocated \$1 billion to the project and the proponents of the project are hoping to secure \$1 billion from Oregon in the upcoming 2023 session.

RECOMMENDATION:

Support efforts to advance funding for the Interstate Bridge Replacement Project and ensure that the project adheres to the Modified LPA components including one auxiliary lane and high-capacity transit across the river.

LEGISLATIVE HISTORY:

Over the past 20 years, there have been multiple attempts to replace the Interstate Bridge. Most notably, in 2004, the Washington and Oregon Departments of Transportation formed the joint Columbia River Crossing (CRC) project. Over the subsequent years, CRC progressed through various engagement and planning processes resulting in a federal Record of Decision in

2011. However, the CRC did not receive adequate state funding to advance to construction and was discontinued in 2014.

In 2019, Governor Brown (Oregon) and Governor Inslee (Washington) announced efforts to revive conversations about replacing the Interstate Bridge. As a result, the Interstate Bridge Replacement Project was created and has advanced the project over the last three years, including finalizing a modified Locally Preferred Alternative in summer of 2022. There is also a Bi-State Legislative Committee composed of Washington and Oregon legislators to shape the approach and project.

OTHER INTERESTED PARTIES:

The modified Locally Preferred Alternative unanimously passed the 8 regional agency partners (Trimet, C-TRAN, Metro, Southwest Washington Regional Transportation Council, City of Portland, City of Vancouver, Port of Portland, and Port of Vancouver).

State and Regional business groups and entities have [shared their support](#) for the Interstate Bridge replacement with a focus on additional capacity. This includes Oregon Business and Industry, Oregon Business Council, Portland Business Alliance, and the Oregon Trucking Association.

[Just Crossing Alliance](#), a partnership of Environmental, Environmental Justice and Sustainable Transportation organizations, support the replacement of the Interstate Bridge that addresses seismic resilience, equity, climate justice and fiscal responsibility. Members include The Street Trust, Oregon League of Conservation Voters, Oregon Walks, No More Freeways, OPAL, Verde, 1000 Friends of Oregon and others.

IMPACT IF PROPOSED ACTION OCCURS:

Lack of state funding prevented the previous iteration of this project, the CRC, from moving forward. The Washington Legislature has already allocated \$1 billion in funding for the project and it is unlikely that the project would move forward without similar funding commitments from Oregon.

RACIAL EQUITY IMPACTS

Transportation projects, particularly large ones, have disproportionately harmed BIPOC community members. They often cut through BIPOC communities with little care for the people and community that lives there. The I-5 corridor through North Portland is a critical example of this, it was a major transportation project that displaced thousands of black households in a thriving community in Portland when the freeway was built.

In recognition of this, the Interstate Bridge Replacement Project has committed to both process equity and outcome equity as core tenants of their program. They created an Equity Advisory Group (EAG) to make recommendations to the program about processes, policies and decisions that have the potential to impact equity-priority communities including BIPOC communities. The EAG developed equity-focused screening criteria to evaluate the bridge design options and

an Equity Framework. In addition, the Project partnered with eleven community-based organizations on outreach and engagement activities including Coalition of Communities of Color, Brown Hope, Somali American Council of Oregon, Unite Oregon and others.

It is important that the project and decision-makers elevate the tools and processes created by the EAG as the Interstate Bridge Replacement Program progresses. The EAG has created valuable and effective tools such as the Equity Framework and as the project continues to progress, it is critical that those tools are fully utilized. It is also crucial that the EAG is fully engaged in the next phases of the project including in discussions around community benefit agreements and equity performance and analysis.

CLIMATE IMPACTS

The Interstate Bridge Replacement Project is anticipated to reduce 36,000 metric tons of GHG per year. The project anticipates mode shift to transit of approximately 4 percent and it would add 11,000 new transit trips on a daily basis to the system. In addition, the project anticipates implementing variable rate tolling which could also be used to promote further mode shift and reductions during peak hours.

METRO 2023 LEGISLATIVE ISSUE IDENTIFICATION

Person completing form/Department: Anneliese Koehler

Date: 9/15/22

ISSUE: State-owned urban arterials

BACKGROUND:

In many parts of Oregon, and specifically in the Portland region, streets, roads and highways reflect historical patterns but do not necessarily reflect or support current transportation needs, land uses and development patterns. Many state highways originally built as farm-to-market roads and designed and managed for throughput, intercity travel and freight movement today serve as local roads or main streets for cities that have grown up around them. These facilities now need to safely accommodate many additional kinds of users than those for which they were originally designed: pedestrians, bicycles, buses, and passenger vehicles making short trips with lots of turning movements.

ODOT's mission focuses on intercity travel and freight movement rather than local travel and the state has not made the investments to bring these roads up to multimodal urban standards. In some cases, actual or planned ODOT investments would work against the desires of the local community for which a state highway serves as its main street. Often referred to as "orphan highways," these roads end up failing to adequately support the aspirations of the local community. They become a barrier to community livability and economic development, present safety hazards that put people at risk, and fall into disrepair because they are considered unimportant in the context of the state highway system. Moreover, because these facilities often serve low-income communities and communities of color, failure to address these deficits disproportionately harms those communities.

Over many years, the Metro region has advocated for increased funding for these critical facilities at the state level. Alongside our partners, we have prioritized projects on these arterials and continued to press state and federal partners to prioritize them as well. In 2020, we worked in partnership to develop Get Moving 2020, a transportation ballot measure focused on addressing many of the transportation and safety concerns on the critical urban arterials in our region.

In response to continued advocacy by stakeholders, in the spring of 2022, the OTC created the Great Streets Program. This new program provides funding for corridor projects on ODOT-owned highways that also serve as main streets and urban arterials. The program's goals are to remove barriers to access for people walking, biking, using public transit and driving, and prioritizes multimodal access and safety. It funds critical projects like road reconfiguration, intersection and crossing improvements, sidewalks, bicycle facilities, transit stop amenities, lighting, traffic calming features, street trees, gateway features, green infrastructure, street

furnishings, pavement repair and stormwater infrastructure. This brand new program was funded with \$50m in Infrastructure Investment and Jobs Act funds.

RECOMMENDATION:

Support legislation that would increase funding for state-owned urban arterials that address critical safety and maintenance needs. This includes seeking increased funding for the Great Streets Program.

LEGISLATIVE HISTORY:

In the past, in the Legislature, urban arterial funding has been coupled with jurisdictional transfer efforts: aligning ownership with roads' current context and function. In many cases, this means transferring ownership from the state to a local government.

In 2015, the Oregon Transportation Forum proposed the creation of a jurisdictional transfer account funded with a dedicated one-cent gas tax increase. That year, the Legislature allocated non-transportation funds for investments in outer Powell Boulevard that can support eventual transfer of that road to the City of Portland, and in 2017, the transportation package directed earmarked dollars to several specific roads to prepare them for transfer (including one that would be transferred from county to state ownership), but there is no systematic or ongoing program or funding source to facilitate jurisdictional transfers.

In 2019 (HB 2846) and 2021 (HB 2744), legislation to further advance jurisdictional transfers did not pass. However, in 2021, the Legislature did allocate \$80m to 82nd Avenue for safety improvements. Alongside a commitment of \$70m from ODOT and \$35m from PBOT, this provided full "state of good repair" funding and facilitated the transfer of 82nd Ave to the City of Portland. In 2021, the Legislature also allocated \$4m for the Sunrise Gateway Corridor for community engagement and visioning effort.

OTHER INTERESTED PARTIES:

Other regional government partners in the Metro area, including cities and counties, are supportive of these efforts. Local community groups and transportation advocacy partners are also supportive of increased funding for urban arterials, particularly for certain roads.

IMPACT IF PROPOSED ACTION OCCURS:

Under a successful Great Streets Program, funding will be available for investments that have been prioritized through a rational evaluation process; investments will be made, including many in underserved communities, that improve pavement condition, safety, and multimodal accessibility for local residents; and local governments will be able to accept the ownership of roads in order to manage them appropriately for current community needs

RACIAL EQUITY IMPACTS

A disproportionate number of Black, Indigenous and People of Color (BIPOC) live, work and travel on urban arterials in our region. Nearly 67 percent of urban arterial mileage are in areas

with higher than average BIPOC, people with lower incomes and limited English proficiency. The five bus routes carrying the most people of color and low-income riders are on urban arterials and they are often high crash corridors. Prioritizing these roads with an equity lens prioritizes investments in BIPOC communities.

In addition, BIPOC members are more likely to be killed in a traffic crash and experience other types of violence on our roadways. 76 percent of pedestrian deaths occur in the communities in our region where more BIPOC, people with lower incomes and people with limited English proficiency live. This is especially true for Black people: in 2020, Black people accounted for 18.5 percent of traffic deaths in Portland, three times higher than residents' share of Portland's population. Safety projects on urban arterials like sidewalks, better lighting, and crosswalk and intersection improvements are critical to protecting BIPOC community members and reducing disparities.

While the Great Streets Program is new, and the criteria and allocation process is still under development, the current project selection includes equity and specifically requires projects to demonstrate how the project reduces barriers for historically excluded communities.

CLIMATE IMPACTS

Shifting people out of cars and into walking, biking and transit is one of the strongest transportation strategies we have for combatting climate change and reducing GHG. A disproportionate number of serious bike and pedestrian crashes and fatalities occur on urban arterials. In 2015, sidewalks were missing on half of all arterial roadway miles and 44 percent of all arterial roadway miles lacked bikeways. Filling sidewalk and bikeway gaps, creating medians, sidewalk buffers, enhanced pedestrian crossings, lightening and signal improvements – all safety strategies outlined in the Great Streets Program – create the safe and welcoming environment necessary to encourage people to walk, bike and take public transit instead of driving.

In addition, nearly all urban arterials align with frequent bus routes. Eight of the then highest ridership bus routes in the TriMet system are on urban arterials. Many of these routes are future priorities for adding more frequent service but lack the dedicated right of way that is needed for faster, more efficient service. The Great Streets Program could be used to fund transit improvements like bus stop amenities, improving the transit experience and facilitating a higher mode shift to transit.

METRO 2023 LEGISLATIVE ISSUE IDENTIFICATION

Person completing form/Department: Jenna Jones, GAPD; Rosalynn Green, WPES; and Pam Peck, WPES

Date: September 23, 2022

ISSUE: Equitable, Convenient and Sustainable Electronic Recycling and Reuse

BACKGROUND:

Connectivity is crucial to modern life. It facilitates people doing business, learning, and receiving important services like healthcare and emergency services. Society's continued reliance on the newest technology has also increased the amount of electronics waste (e-waste) in waste streams. The materials such as oil, iron, palladium, platinum and copper found in electronics use large amounts of energy and resources to mine and manufacture. Keeping these materials in commerce as long as possible saves natural resources and reduces pollution. While there are recycling programs like Oregon E-cycles for e-waste, not all technology being discarded is at the end of its life and could be reused and refurbished. In 2021 and 2022, the Oregon Legislature did not pass two e-waste proposals relating to right to repair and fixes to the Oregon E-Cycles Program.

Right to Repair

Right to repair refers to legislation that would allow consumers small businesses and non-profits the ability to repair and modify consumer products (e.g. like cell phones, tablets, laptops, etc.). Currently, manufacturers require the consumer to use only their limited services and restrict access to information, tools and components and/or have put in place software barriers to hinder independent repair or modification. These obstacles often lead to higher consumer costs or drive consumers to replace devices instead of repairing them. [Metro wrote testimony in support of the right to repair legislation](#), which ended up dying in committee.

Oregon E-Cycles

Oregon E-Cycles is a statewide program that requires electronics manufacturers to provide responsible recycling for computers, monitors, TVs, printers and computer peripherals (keyboard and mice). The program is another example of product stewardship, which directs everyone involved in the life cycle of a product to take shared responsibility for the impacts to our health and environment that result from the production, use, and end-of-life management of the product. The Oregon E-Cycles program was created in 2007 by Oregon's Electronics Recycling Law, and Oregon was among the first states to pass electronics recycling product stewardship legislation.

In 2022, a situation arose during the session where some manufacturers outperformed their e-waste collection goals as set under the law and some current E-Cycling collection sites were dropped from the program as a result. There were 6 sites that stopped collecting e-waste, and it disrupted Oregon's recycling system because many of the sites were in more rural or coastal areas including Lincoln, Tillamook and Jackson Counties. A bill was introduced as a short-term

fix, but a deal was reached with manufacturers, and they added back all the sites with the exception of the Far West Fibers location in the Portland area.

Metro has actively pursued or supported legislation to establish a statewide producer responsibility program for various waste, including electronics and mattresses. Metro and many other state and local governments have shown that providing convenient access to recycling services is critical to achieving high recycling rates for electronics. It should be as convenient to properly dispose of them as it is to buy them. A modernized version of the Oregon E-cycles Program, a producer responsibility program, will make it easier for people to do the right thing.

RECOMMENDATION: Support legislation that modernizes the current electronic recycling system to be more convenient, equitable and allows for better pathways to reuse when possible.

LEGISLATIVE HISTORY:

HB 2698 (2021) would have granted consumers, and small businesses alike, access to parts, tools and service information they need to repair and refurbish electronic products. A consumer repairing a device themselves can increase the life of the device and keep it running when it is hard to afford a new one.

HB 4158 (2022) would have created short term fixes to the Oregon E-cycles program.

OTHER INTERESTED PARTIES:

Key parties with a high level of interest include local governments both individually and through the League of Oregon Cities (LOC) and the Association of Oregon Counties (AOC); persons and companies in the solid waste and recycling field both individually and through the Oregon Refuse and Recycling Association (ORRA) and the Association of Oregon Recyclers (AOR); the Oregon Department of Environmental Quality; and digital equity advocates such as the local non-profit Free Geek.

IMPACT IF PROPOSED ACTION OCCURS:

- Supports the Regional Solid Waste Management Plan's promotion of reuse and repair and product stewardship to shift responsibility for managing product costs and impacts "upstream" to manufacturers.
- Assists Metro in preserving natural resources and protecting the environment.
- Provides an opportunity to promote greater equity in the provision of electronic devices across the region and state, especially for those of limited means or with larger household sizes.
- Allows small repair businesses to be competitive with larger electronic corporations.

RACIAL EQUITY IMPACTS

While recycling feels universal, only 2/3rds of the U.S. population has the same level of access to recycling as they do garbage service, and the access gap is much larger in multifamily housing. Some members of BIPOC communities have traditionally had larger household sizes or been more reliant on multifamily housing in the past, because of BIPOC disparities in homeownership. Finding ways to make all waste and recycling services more convenient and accessible for all community members, will have profound impacts on BIPOC communities.

Thousands of community members have long struggled with a lack of affordable and reliable internet access, devices, and digital literacy skills; making them feel invisible and left behind. Our community partners have shared more insights on these experiences. Portland Opportunities Industrialization Center (POIC) reported that before the pandemic 75% of their community members did not have reliable computers. Another survey by Hacienda CDC showed that 80% of their community only accessed the internet through their phones due to lack of access to other devices. As the COVID-19 pandemic increased dependence on technology, it has exacerbated the digital divide for frontline communities such as people of color, people living with disabilities and low-income. Risk also increased for those who cannot safely access essential resources and services remotely. Without access to technology and internet connectivity, BIPOC households risk lost connection with friends and family, loss of income and difficulty to balance work and school in a more and more remote world.

CLIMATE IMPACTS

- Electronics contain a host of hazardous substances. Even small amounts of these toxics can be dangerous if released into the air, water and soil. E-cycling protects our health and environment by keeping these substances out of our landfills and incinerators.
- Electronics contain valuable materials – including copper, gold and aluminum – that can be recycled and used in new products. Recycling these materials prevents the need to extract virgin materials, conserving natural resources. According to a study by the U.S. Geological Survey, one metric ton of e-waste from computers contains more gold than that recovered from 17 tons of gold ore.
- Using recycled materials consumes less energy than using virgin materials to make new products. Because less energy is consumed, less greenhouse gases are emitted. The U.S. EPA estimates that recycling one million computers prevents the release of greenhouse gases equivalent to the annual emissions of over 17,000 cars.

METRO 2023 LEGISLATIVE ISSUE IDENTIFICATION

Person completing form/Department: Jenna Jones, GAPD

Date: September 28, 2022

ISSUE: Private Activity Bonds

BACKGROUND:

In 2018, Metro area voters approved a \$652.8 million affordable housing bond measure to create permanently affordable homes for seniors, working families, veterans and others who need them. In 2020, Metro area voters approved the nation's largest per capita investment in ending homelessness, with a regional supportive housing measure.

In 2022, there have been significant shifts in the financial landscape, requiring additional contingency planning. These have included new constraints in the availability of private activity bonds (PABs), which are necessary for financing federal 4% Low Income Housing Tax Credits (the primary source of leveraged funding in the housing bond portfolio), as well as significant cost escalation and rising interest rates, leading to significant cost gaps across the Affordable Housing Bond portfolio.

In Oregon, OHCS allocates LIHTCs, while the Private Activity Bond Committee, managed by the Office of the State Treasurer, approves use of PABs. In 2022, Oregon received an annual allocation of \$467 million in PAB capacity from the federal government. On average, allocations have gone up about 3% per year over the last decade.¹ Under current statutes, Oregon allocates this capacity as follows:

- \$250 million to OHCS for affordable housing;
- \$41 million to Business Oregon; and
- Remaining \$176 million is allocated on a first-come, first-serve basis by the PAB committee and typically supports both affordable housing and economic development projects

While economic development projects often seek to utilize PABs as a low-cost financing method, federal requirements mandate that 4% LIHTC affordable housing projects utilized PABs. For this reason, the state legislature has in recent years continued to increase the number of PABs directly allocated to OHCS for affordable housing.

Until 2022, Oregon has had sufficient PABs to fully fund the 4% LIHTC affordable housing pipeline. Due to the recent success of state and local funding measures, including the Metro bond, Portland bond, and statewide LIFT bond programs, the demand for LIHTCs has significantly increased, and the state has now reached its bond volume cap. In October 2021, OHCS announced a pause on any 4% LIHTC application due to the PAB oversubscription.

Due to the statewide cap on Private Activity Bonds (PABs), a major source of affordable housing financing, there are thousands of affordable housing units in the pipeline across the state that are in jeopardy of significant delay or not coming to fruition. This is at a time of a state-wide housing and homelessness crisis with insufficient supply of affordable housing. This scarcity of PABs could mean the time limits promised to the voters of the Portland and Metro Housing Bond measures will not be realized and goals would not be met. This could erode voter appetite for future Bond measures.

¹ Historic allocation data here: <https://www.cdfa.net/rc/volume-cap.html?open&state=OR>

Solutions are needed at the state and federal level to maximize private activity bonds for affordable housing projects.

RECOMMENDATION: Staff recommends support for legislation that increases the proportion of private activity bonds allocated to OHCS and reduces technical barriers that result in delayed projects.

LEGISLATIVE HISTORY: Private activity bonds were defined in 1968 at the federal level and the number of eligible private activities has been gradually increased from 12 activities to 30. The state volume capacity limit has increased from \$150 million and \$50 per capita in 1986 to the greater of \$335 million or \$110 per capita in 2022. Because of the \$335 million floor, many smaller states are allowed to issue relatively more private activity bonds (based on the level of state personal income) than larger states. Also, more recent additions to the list of qualified activities have been exempt from a state-by-state cap and subject to a national aggregate cap.

Every biennium, the Oregon State Legislature must adopt the PAB bond limit from the federal government in the bond authorization bill. Additionally, the state can earmark or allocate funds directly to agencies. OHCS has historically received \$125 million in PAB allocation (increased to \$250 million in CY 2020) and uses PABs to fund two active programs; the Oregon Bond Residential Loan Program (OBRLP), and the Conduit Revenue Bond program. The only other agency who has an earmark for state PAB funds is Business Oregon. They receive \$41 million in the bond bill every biennium.

OTHER INTERESTED PARTIES:

Key stakeholders include OHCS, the Housing Alliance and its member organizations and local governments, affordable housing developers, and culturally specific organizations. Other interested parties include the Oregon Home Builders Association, Oregon Association of Realtors, Multifamily NW, and other industry groups.

IMPACT IF PROPOSED ACTION OCCURS:

Private activity bond (PAB) constraints could cause some Metro bond projects seeking to close in 2024 to move to 2025, and a handful of projects could be bumped to 2026. However, we do not anticipate a risk of projects being pushed to 2027 due to the significant reduction in PAB demand for 2025 and 2026.

Based on steps taken by OHCS to establish legislative path forward on PABs, we have full confidence in our ability to have all Metro bond projects break ground by 2026, which aligns with the “best case” scenario. The “worst case” scenario assumed annual PAB usage of \$110 million, which forecasted the projects would not conclude until 2029.

If the PAB shortfall continues, it will result in several projects that would otherwise have closed in 2024 being pushed to 2025 and a handful likely landing on a 2026 close. These delays will result in cost increases that will constrain the degree to which jurisdictions are able to exceed the unit goals.

RACIAL EQUITY IMPACTS

Urban areas have higher need for permanent supportive housing and 30% AMI and higher BIPOC. The Metro region represents 45% of the state’s extremely low-income renters and 53% of the state’s renters of color. Metro’s current pipeline of projects includes a total of 846 new homes, including 354 homes for households with extremely low incomes and 150 homes designated as permanent supportive housing for households experiencing chronic homelessness. With more dedicated PABs for housing,

Metro partners, especially those who are culturally specific, smaller, nonprofits, will have more certainty which breed better and longstanding relationships in the affordable housing space. Without enough PABs we expect to see costs rise for projects, projects abandon critical amenities to try to save on overhead costs, and projects to fall apart altogether. The projects that are most at risk to falling apart are those being brought forth by our smaller, nonprofit, culturally specific partners. Furthermore, we the impacts to our community members who need housing most, our BIPOC communities, renters, and those in need of permanent support housing, will continue to have to wait for the homes they deserve.

CLIMATE IMPACTS

Housing is a complex issue at the intersection of public health, racial equity and climate justice. Like the production of many items, new housing development can increase carbon emissions and impacts to the environment. However, housing is a necessity, and therefore, when implementing and supporting housing policies, we must look for greener solutions to mitigate its impacts to the environment. Ensuring that affordable housing funders, jurisdictions, and developers are aligned in supporting climate-smart approaches to creating and maintaining housing is critical to advancing our climate goals. Examples of this include passive design strategies to reduce the need for heating and cooling, green building standards and other environmentally focused strategies to housing production. In addition, we know that climate impacts such as extreme heat and cold pose a particular threat to our houseless, low income and medically fragile community members. It is crucial to center them and their experiences in the strategies to address climate change in housing supply and production. Moving forward, Metro will look to understand emerging best practices to multi-family design and climate resilience strategies that balance considerations related to health/safety, livability, sustainability, durability and cost.

METRO 2023 LEGISLATIVE ISSUE IDENTIFICATION

Person completing form/Department: Jenna Jones, GAPD

Date: September 28, 2022

ISSUE: Equitable Housing

BACKGROUND: In recent years, rent and housing prices have both increased dramatically in the Portland area. While the 2019 statewide rent stabilization policy limits rent increases to 7 percent plus inflation, with the current high rates on inflation, rent increases are capped at around 14 percent this year. This is on top of already record high levels of rent. Residents continue to face unprecedented challenges caused by rising housing costs without adequate affordable housing options and supports for low-income households. This has only been compounded by economic and public health crises caused by the COVID-19 pandemic and a national reckoning with the longstanding effects of racism and white supremacy in housing policy. Additionally, many pandemic housing solutions are sunseting even though they are still very much needed by community members who face housing insecurity or homelessness.

In 2015, Metro's Equitable Housing program developed a strategic framework for creating and preserving housing affordability and housing choice. The framework consists of four elements: increasing and diversifying market rate-housing, leveraging growth for affordability, maximizing and optimizing resources for the production of regulated affordable housing, and mitigating displacement and stabilizing communities. Together, they represent a balanced approach to equitable housing.

In 2018, Metro area voters approved a \$652.8 million affordable housing bond measure to create permanently affordable homes for seniors, working families, veterans and others who need them. In 2020, Metro area voters approved the nation's largest per capita investment in ending homelessness, with a regional supportive housing measure.

The Oregon Housing Alliance, of which Metro is a member, is developing its legislative agenda, and the 2023 Legislature is expected to pursue another round of housing legislation. Likely policy proposals include solutions to mitigate wildfires' housing impacts, continued rental and foreclosure assistance, and financial support, tax incentives and policy solutions for affordable housing development and preservation, homeless services and affordable homeownership opportunities.

RECOMMENDATION: Staff recommends support for a range of state policy and funding tools that are likely to be the subject of 2023 legislation on equitable housing. Anticipated legislative proposals that support the Equitable Housing Initiative's strategies include:

1. **Provide funding and policy changes that address housing issues resulting from COVID and wildfires** to lessen the impacts of the pandemic and natural disasters on housing

insecurity. Identify COVID-19 initiatives that are close to setting that may need to become permanent.

2. **Provide funding and incentives to build and preserve affordable housing** to create and maintain housing for people that need it.
3. **Provide funding for ongoing operations and supportive services** to serve people with lower incomes and higher needs.
4. **Provide funding and advance policy change to enable more affordable home ownership opportunities** to help close the racial disparity homeownership gap.
5. **Provide resources for shelters and flexibility to local governments to continue to expand shelter capacity** like when a local government declares a state of emergency for housing/homelessness.
6. **Provide resources for renters and homeowners to continue to adapt to the climate crisis.**

LEGISLATIVE HISTORY: Since 2016, the Legislature has increasingly focused on housing affordability, enacting a series of bills to protect tenants from displacement, address racial disparities in home ownership, and facilitate and fund housing development, preservation and homeless services.

- **SB 1533 (2016)** lifted the pre-emption on local inclusionary zoning that had been passed in 1999, while imposing certain conditions regarding the use of inclusionary zoning.¹
- **HB 4143 (2016)** created new renter protections, prohibiting rent hikes in the first year of a month-to-month tenancy and requiring 90-day notice for subsequent rent increases.
- **SB 1051 (2017)** included several provisions to facilitate the development of affordable housing and “missing middle” housing, including accessory dwelling units (ADUs): shorter permitting deadlines for affordable housing construction, a requirement that communities allow ADUs in single family zones, broader requirements for clear and objective standards, prohibitions on density limitations below zoned density, etc.
- **HB 3012 (2017)** authorized the construction of new homes in rural residential areas (outside UGBs) on parcels that already have a “historic home” built between 1850 and 1945, if the historic home is converted to an ADU.
- **HJR 201 (2018)** referred to the voters Measure 102, a constitutional change allowing local governments to use bond proceeds to build or acquire affordable housing in partnership with nongovernmental entities like businesses and nonprofit organizations. (Oregon voters approved Measure 102 in November 2018; Portland-area voters approved Metro’s affordable housing bond measure in the same election.)
- **HB 4007 (2018)** increased the state’s document recording fee from \$20 to \$60, which will raise approximately \$90 million per biennium for affordable housing.
- **SB 8 (2021)** requires local governments to approve the development of certain affordable housing, and not require a zone change or conditional use permit, on land zoned to allow commercial uses, to allow religious assembly, or as public lands. It also

¹ SB 1533 also authorized cities and counties, but not Metro, to impose a construction excise tax for affordable housing, and lifted the sunset on the pre-emption that prevents Metro from changing or increasing its existing CET.

includes a statewide density bonus for affordable housing in areas zoned for residential use.

- **SB 278 (2021)** gave service providers more time to distribute federal emergency rent assistance funds to renters. The bill prohibits residential landlords from delivering a termination notice for nonpayment or from taking action for possession based on termination notice for nonpayment if the tenant has provided the landlord with documentation that the tenant applied for rental assistance.
- **HB 2004 (2021)** provides \$9.7 million to support additional Project Turnkey emergency shelters throughout the state. This funding supplemented an earlier \$65 million investment approved by the Emergency Board in the fall of 2020.
- **HB 2006 (2021)** requires local governments to approve an application for an emergency shelter regardless of state or local land use laws, if the application meets specific approval criteria outlined in the bill.
- **HB 2918 (2021)** requires local governments to submit an inventory of their surplus real property owned by the agency or district to the Oregon Department of Land Conservation and Development (DLCD) on January 1 of each even-numbered year.
- **HB 3155 (2021)** clarifies certain ambiguities created by HB 2003 (2019) and corrects statutory citations to confirm the intent of HB 2003.
- **HB 3261 (2021)** requires local governments to allow the conversion of hotels and motels into emergency shelters or affordable housing, regardless of state or local land use laws, if the application meets specific approval criteria in the bill.
- **SB 1536 (2022)** in response to the record levels of heat, provides funding for cooling including air conditioners ductless heat pumps for people with low incomes and requires that landlords allow tenants to install air conditioners or provide cooled spaces for tenants.

OTHER INTERESTED PARTIES:

Since its founding in 2003, the Oregon Housing Alliance (of which Metro is a member) has had a string of successes in enacting policy changes and in raising significant new state funding for affordable housing. In addition to the Housing Alliance and its member organizations and local governments, other interested parties include the Oregon Home Builders Association, Oregon Association of Realtors, Multifamily NW, and other industry groups.

IMPACT IF PROPOSED ACTION OCCURS:

- Mitigate negative housing impacts on renters and owners due to COVID and wildfires.
- Reduce racial disparities in housing.
- Facilitate acquisition of affordable units.
- Provide funding for operations and supportive services.

RACIAL IMPACTS

Both nationally and in our region, rents are rising faster than incomes, increasingly limiting lower-income households – disproportionately people of color – to housing options in areas with lower access to opportunities and higher concentrations of poverty. Even households with

moderate incomes are finding themselves priced out of neighborhoods where they work or go to school. Housing affordability and choice are not only issues of social equity; lack of equitable housing also threatens our economic competitiveness and the livability our region has worked hard to protect. Rapidly rising housing costs in much of Portland and areas in other parts of the region have resulted in displacement of low-income households to areas of increasing poverty farther from job centers and less well served by infrastructure, services, and amenities. Because they have lower average incomes, communities of color are disproportionately impacted by these trends.

CLIMATE IMPACTS

Housing is a complex issue at the intersection of public health, racial equity and climate justice. Like the production of many items, new housing development can increase carbon emissions and impacts to the environment. However, housing is a necessity, and therefore, when implementing and supporting housing policies, we must look for greener solutions to mitigate its impacts to the environment. Ensuring that affordable housing funders, jurisdictions, and developers are aligned in supporting climate-smart approaches to creating and maintaining housing is critical to advancing our climate goals. Examples of this include passive design strategies to reduce the need for heating and cooling, green building standards and other environmentally focused strategies to housing production. In addition, we know that climate impacts such as extreme heat and cold pose a particular threat to our houseless, low income and medically fragile community members. It is crucial to center them and their experiences in the strategies to address climate change in housing supply and production. Moving forward, Metro will look to understand emerging best practices to multi-family design and climate resilience strategies that balance considerations related to health/safety, livability, sustainability, durability and cost.

METRO 2023 LEGISLATIVE ISSUE IDENTIFICATION

Person completing form/Department: Jenna Jones, GAPD

Date: September 28, 2022

ISSUE: Abandoned and Derelict Vessels (ADV) and Abandoned Recreational Vehicles (RVs)

BACKGROUND:

*ADV*s

Increasing numbers of abandoned and derelict vessels (ADV), are being left on land and in the water. ADVs are a serious threat to Oregon's waterways, creating environmental, public health, and safety issues. For years, Department of State Lands (DSL), the Oregon State Marine Board (OSMB), and Department of Environmental Quality (DEQ) have worked ad hoc with state, federal, and local partners to clean up and remove ADVs. These collaborative efforts have resulted in some removal of hazardous vessels from waterways, but a more comprehensive statewide ADV program with dedicated funding is needed.

In the water, the cost to remove an ADV can vary greatly depending on the size and age of the vessel, the presence of hazardous substances, hull material, and condition of the structure. Though variable, the cost of removing a single ADV is substantial, ranging from thousands to millions of dollars. And it only gets worse with time -- removing a sunk vessel costs three to five times more than removing a floating vessel.

On land, abandoned boats often have a variety of hazardous materials associated with them, ranging from fuels to drug paraphernalia to asbestos. Often there has been no registered owner of record for years. There also is no clear, expedited pathway in Oregon law and rules to dispose of them. Statute (ORS 830.908-.948) allows for an enforcement agency, such as law enforcement, Oregon State Marine Board or Department of State Lands, to seize and dispose of ADVs but the process is lengthy and often inefficient.

DSL, DEQ, Metro, and the U.S. Coast Guard are currently working to remove two large former military vessels sunk in the Columbia River. While most pollutants have been removed from the vessels, further decontamination work will be performed after the Coast Guard has raised the vessels. Following removal of the petroleum pollutants on board, DSL, with support from DEQ and Metro, will oversee the final disposal of the vessels. Metro used \$2 million in one-time clean-up money to help pay for the removal of these vessels.

*RV*s

In addition to ADVs, many recreational vehicles (RVs) and campers have been abandoned on public property. RVs quite often have a variety of hazardous materials associated with them, ranging from sewage to drug paraphernalia to asbestos in the original vehicle. This makes them a poor fit for handling in vehicle impound lots. Often there has been no registered owner of record for years. There is no clear, expedited pathway to in Oregon law and rules to dispose of them. The only statute that may currently apply is for vehicles, and its processes and timelines do not work well for abandoned RVs. The abandoned RV problem imposes costs on local jurisdictions, landowners and those who handle their disposal.

Current laws regarding abandoned cars and trucks provide a way to move them along, but the laws regarding ADVs and RVs are less helpful. Another statutory wrinkle is that vehicles and vessels are not treated or regulated the same. Even though both vehicles and vessels can create significant issues when abandoned and derelict they are regulated under separate statutes and agencies, such as vessels by OSMB and vehicles by ODOT. This is why a comprehensive solution is needed.

RECOMMENDATION: Support legislation building towards a comprehensive statewide program and dedicated funding for the removal and disposal of ADVs, both on land and in the water, and RVs.

LEGISLATIVE HISTORY:

The Pacific States / British Columbia Oil Spill Task Force created the Abandoned and Derelict Vessel Workgroup (ADV Work Group) in 2018 with representatives from each of the six Task Force jurisdictions: Alaska, British Columbia, California, Hawaii, Oregon, and Washington. The purpose of the group was to examine the issue of ADVs, focusing especially on solutions that have already been attempted or implemented. The ADV Work Group Report summarizes the results. It was intended to serve as a starting point for creating a “Blue Ribbon” model program consisting of recommendations that may be implemented by jurisdictions to face their own ADV issues. The work group narrowed down the ADV model to five programmatic elements: authority, funding, removal and deconstruction, prevention, and public outreach and education.

To our knowledge, there have been no recent legislative efforts in Oregon to comprehensively address the ADV issue, but there has been some legislation to address portions of the problem. The following summary describes concepts brought forward by legislators in the 2021 session of the Oregon State Legislature.

- **SB 740 (2021):** This bill would have raised fees paid by recreational boaters statewide by \$5 per biennium in order to increase the funding available to the OSMB to raise the spending limit for responding to ADVs. The bill remained in committee upon adjournment of the legislative session.
- **SB 840 (2021):** As an alternative to SB 740, this legislation would have authorized county governments to establish local vessel registration fees for the purpose of disposing of derelict vessels. The bill remained in committee upon adjournment of the legislative session.
- **SB 859 (2021):** Based on public testimony indicating a lack of support for new or increased fees on boating, SB 859 was introduced as a revenue neutral option that would have raised the amount the OSMB could deposit into the Salvaged Vessel Subaccount from \$150,000 to \$1,000,000. The bill remained in committee upon adjournment of the legislative session.
- **HB 3371 (2021):** This bill would have authorized the Department of State Lands (DSL) to require insurance coverage sufficient to protect leased lands from risk of damage, including damage from ADVs. It would also have amended statutes to clarify DSL’s authority to take action under

ADV statutes to dispose of property found within abandoned vessels. The bill remained in committee upon adjournment of the legislative session.

- **HB 5202 (2021):** This adopted legislation established a \$1,000,000 expenditure limitation for the OSMB to utilize American Rescue Plan Act (ARPA) Coronavirus State and Local Fiscal Recovery Funds to address abandoned and derelict vessels in Portland waterways
- Senator Taylor used part of her ARPA dollars to address ADVs in the waterways in her district.

OTHER INTERESTED PARTIES: Key parties with a high level of interest include local governments; park providers; public safety organizations; state agencies like DEQ, OSMB, DSL, and ODOT; persons and companies in the solid waste and recycling field both individually and through the Oregon Refuse and Recycling Association (ORRA) and the Association of Oregon Recyclers (AOR). Recent coalition efforts have been led by the Tow Truckers Association exploring solutions to alleviate burdens of abandoned recreational vehicles left on public property and the roadways.

IMPACT IF PROPOSED ACTION OCCURS:

- A comprehensive statewide program for the removal of ADVs helps ensure the timely removal of ADVs and a dedicated funding stream. Currently, Metro and other agencies have been using one-time funding and funding from other programs and priorities to address a continual problem including the Common School Fund, Hazardous Substance Remedial Action Fund and efforts to prevent and mitigate oils and hazardous material spills.
- Increase the sense of safety and waterway enjoyment for responsible boaters.
- Aligns with Metro's Regional Cleanup strategy that focuses on serving communities most affected by illegal dumping and litter.
- Reduces environmental impacts and hazards.

RACIAL EQUITY IMPACTS

Addressing the growing number of ADVs throughout the region, will reduce health and environmental impacts on communities of color and health-vulnerable populations by reducing their exposure to toxic and hazardous waste left behind in their communities.

CLIMATE IMPACTS

ADV's threaten the health of aquatic environments, harm wildlife, and deplete resources that communities depend upon. Through deliberate action or negligence, ADVs in the water break up, sink, or block navigation channels. ADVs often contain harmful quantities of oil, lubricant, and other toxic substances in the materials used to construct the vessel or in cargo on board. These chemicals can injure or kill marine and land mammals, waterfowl and other aquatic life, and contaminate aquatic lands, nearby shorelines and water bodies. Vessels that settle on the bottom can disrupt the aquatic environment, scouring or crushing sensitive habitats like eelgrass beds and kelp meadows. Many

harmful toxic substances on derelict vessels do not dissolve in water and remain in the environment for lengthy periods of time.

METRO COUNCIL 2023 LEGISLATIVE PRINCIPLES¹



GENERAL PRINCIPLES:

1. Successful Communities: Metro supports policy and funding solutions that facilitate the achievement of the six desired outcomes for successful communities that have been agreed upon by the region: vibrant, walkable communities; economic competitiveness and prosperity; safe and reliable transportation choices; leadership in minimizing contributions to climate change; clean air, clean water and healthy ecosystems; and equitable distribution of the burdens and benefits of growth and change.²

2. Racial Diversity, Equity and Inclusion: Metro envisions a region and state where a person's race, ethnicity or zip code does not predict their future prospects and where all residents can enjoy economic opportunity and quality of life. Metro therefore supports legislation that acknowledges past discrimination, addresses current disparities and promotes inclusion in public programs, services, facilities and policies.³

3. Tribal Sovereignty: Metro seeks to support tribal sovereignty through government-to-government relations and coordination with Tribes, exploring opportunities to incorporate tribal interests and priorities into Metro's work and ensuring agency compliance with pertinent cultural, historic and natural resource protection laws. Metro will not supplant any Tribe or tribal organization's efforts on legislative priorities and will strive to coordinate with legislative and policy representatives of Tribes, Tribal organizations and Indigenous legislators to determine if Metro's involvement on any legislative priorities is appropriate.

3.4. Climate Justice: Metro supports efforts to combat and adapt to climate change and to meet the state's goals for reducing greenhouse gas emissions. To this end, Metro supports state policy and funding solutions that can help to reduce emissions in all of its main lines of business: land use and transportation planning and investment, housing and homeless services, consumption, waste management and solid waste management, parks and natural areas, and operation of visitor venues.

4.5. Preemption: With respect to issues related to matters of regional concern, Metro's policy and funding authority should not be preempted or eroded.

5.6. Funding: To ensure a prosperous economy, a clean and healthy environment, and a high quality of life for all of their citizens, Metro and the region's counties, cities, and other service providers must have the financial resources to provide sustainable, quality public services. Accordingly, the Legislature should remove existing restrictions on local and regional revenue-raising authority and avoid enacting new limitations or pre-emptions, and all state mandates should be accompanied by funding.

SPECIFIC PRINCIPLES:

HOUSING:

6.7. Affordable Housing and Homelessness: Metro supports efforts to ensure that housing choices are available to people of all incomes in every community in our region; to reduce the number of households that are burdened by the combined costs of housing and transportation; to support people experiencing homelessness or at risk of losing housing; and to increase affordable opportunities for home ownership.⁴ To achieve these outcomes, Metro supports legislative actions consistent with Oregon's land use laws that increase the supply of both regulated affordable housing and market-rate housing; provide funding for both housing development and services that support lower-income renters and people experiencing homelessness; and provide reasonable protections for renters against arbitrary and unfair actions.

LAND USE AND URBAN GROWTH MANAGEMENT:

7.8. Oregon's Land Use System: Oregon's land use planning system provides an important foundation for the prosperity, sustainability and livability of our region; this system reflects the values of Oregonians and enjoys strong public support.⁵ The Legislature should exercise restraint and care when considering changes to Oregon's land use system.

8.9. Local Land Use Decisions: Management of the urban growth boundary is a complex undertaking that involves extensive analysis, public input, and a balancing of many factors. Urban growth management decisions have profound impacts not just on land at the boundary, but on communities within the boundary and on farms and other rural lands outside the boundary. For these reasons, the Legislature should establish the process and policy framework for local land use decisions and should affirm the authority of local governments, including Metro, to make specific decisions on local land use matters.

9.10. Efficient Use of Existing Urban Land: Land within the urban growth boundary should be used efficiently before the boundary is expanded.⁶ Metro supports policy and funding strategies to facilitate efficient use of existing urban land, including investments in brownfield cleanup and industrial site readiness, as well as policy and zoning reforms that authorize and/or encourage more efficient development in residential and commercial areas.

10.11. Need: The UGB should not be expanded in the absence of demonstrated need.⁷

11.12. Integration of Land Use and Transportation: Land use and transportation planning should be coordinated so land uses do not undermine the efficiency and reliability of the transportation system and transportation investments do not lead to unintended or inefficient land uses.⁸

12.13. Annexation: Cities are the preferred governing structure for providing public services to urban areas, and Metro supports reforms that will facilitate, or reduce barriers to, orderly

annexation and incorporation.

13.14. Fiscal Responsibility: Funding to support urban development should be generated at least in part by fees on those who directly benefit from that development.

SOLID WASTE:

14.15. Life Cycle Approach: Metro supports efforts to minimize the health, safety, environmental, economic and social impacts associated with consumer products and packaging throughout all stages of a product's life cycle, beginning with resource extraction and continuing through design, manufacturing, consumption and disposal.⁹

15.16. Product Stewardship/Producer Responsibility: Metro supports legislation providing that whoever designs, produces, sells or uses a product bears responsibility for minimizing the product's environmental impact throughout all stages of the product's life cycle. Under this market-based approach, the life-cycle costs of a product are internalized into its price rather than being forced onto the general public. This approach also provides an incentive for manufacturers to design and produce their goods in a way that minimizes waste, environmental impact and management costs.

16.17. Equity in the Solid Waste System: The Regional Waste Plan aims to eliminate disparities experienced by people of color and historically marginalized communities from the full life cycle of products and packaging used and disposed in the region. Metro supports legislation that achieves this by advancing: community restoration, community partnerships and community investment; access to recycling, waste and reuse services and information; good jobs with improved worker health and safety, compensation and career pathways; business opportunities in the local economy; and community health through minimized impacts from system operations - locally and in end markets - and from toxic chemicals in products and packaging. Legislation should require the establishment of targets, standards and compliance processes, as appropriate, to ensure progress toward equity goals.

TRANSPORTATION:

21. Transportation Funding: Providing adequate funding for all transportation modes that move people and freight supports economic prosperity, community livability, public health and environmental quality. For these reasons, Metro supports an increase in overall transportation funding, investments in a safe and balanced multimodal transportation system that addresses the needs of all users, and flexibility in the system to provide for local solutions to transportation problems.

22. Climate Justice: Metro and its regional partners are committed to the Climate Smart Strategy, which includes actions needed to achieve state targets for reducing greenhouse gas emissions from transportation. The state should provide financial support for implementation of the Climate Smart Strategy.

23. Safe and Equitable Transportation: Our region has adopted policies and developed programs to make it safer to walk and bike to school and other destinations, reduce serious traffic crashes and deaths, and reduce the disproportionate impact of traffic crashes and traffic enforcement in low income communities and communities of color.¹⁰ Metro supports legislation that advances safe and equitable transportation, including more effective and equitable enforcement of speed limits and other safety regulations, greater investment in infrastructure that improves safety (especially in disadvantaged communities), and greater authority for local governments to safely manage their transportation networks.

PARKS, NATURE AND CONSERVATION:

24. Parks and Natural Areas: Our region has invested heavily in protecting water quality and fish and wildlife habitat and providing residents with access to nature and outdoor activity. Parks and natural areas are regional assets that support public health, environmental quality, strong property values and economic prosperity. For these reasons, Metro supports measures to increase local and regional authority to raise revenues to support parks and natural areas and to increase the level of state funding distributed to local governments for acquisition, capital improvements, and park operations.

25. Species Conservation: Metro supports efforts to protect and restore fish and wildlife habitat, to recover threatened and endangered species, and to create a better future for fish and wildlife, both in Oregon and globally.

26. Conservation Education: Metro supports efforts to provide stable and reliable funding to conservation education.

ECONOMIC PROSPERITY:

28. Metro Venues: Because the Oregon Convention Center, Expo Center, Portland's Centers for the Arts and Oregon Zoo contribute millions of dollars to the state and regional economies, Metro supports policy and funding solutions that facilitate the success of these venues in attracting visitors and enhancing the quality of their experiences.

AGENCY OPERATIONS:

29. Firearms and Public Facilities: Metro supports legislation that increases Metro's authority to regulate the carrying of firearms on Metro properties and public venues, and opposes legislation that limits or reduces that authority.

30. Disaster Resilience: Metro supports legislative efforts to improve community disaster preparedness and resilience, with the goal of enabling the Portland region to provide for the immediate needs of its residents and businesses after a catastrophic event and facilitating the region's short- and long-term recovery.

¹ Unless otherwise noted, endnotes refer to applicable policy statements in Metro's [Regional Framework Plan](#) (RFP).

² RFP Chapter 1 (Land Use).

³ [Strategic plan to advance racial equity, diversity and inclusion.](#)

⁴ RFP Policy 1.3 (Housing Choices and Opportunities).

⁵ See <http://oregonvaluesproject.org/findings/top-findings/> (specifically item 5, Natural Resource Protections for Future Generations)

⁶ RFP Policy 1.1 (Compact Urban Form).

⁷ RFP Policy 1.9 (Urban Growth Boundary).

⁸ RFP Policy 1.3.13 (Housing Choices and Opportunities); Transportation Goal 1 (Foster Vibrant Communities and Efficient Urban Form).

⁹ [2030 Regional Waste Plan](#), page 11.

¹⁰ [2018 Regional Transportation Plan, Chapter 3](#), Safety and Security Policies 1-9 and Transportation Equity Policies 1-7.

2023 Regional Transportation Plan: Regional Mobility Policy
Work Session Topic

Metro Council Work Session
Tuesday, October 18, 2022

METRO/ODOT REGIONAL MOBILITY POLICY UPDATE: DRAFT POLICY, MEASURES AND IMPLEMENTATION ACTION PLAN

Date: October 7, 2022

Department: Planning, Development and Research

Meeting Date: October 18, 2022

Prepared by:
Kim Ellis, kim.ellis@oregonmetro.gov

Presenters:

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Kim Ellis, Metro

Glen Bolen, ODOT

Susie Wright, Kittelson Associates

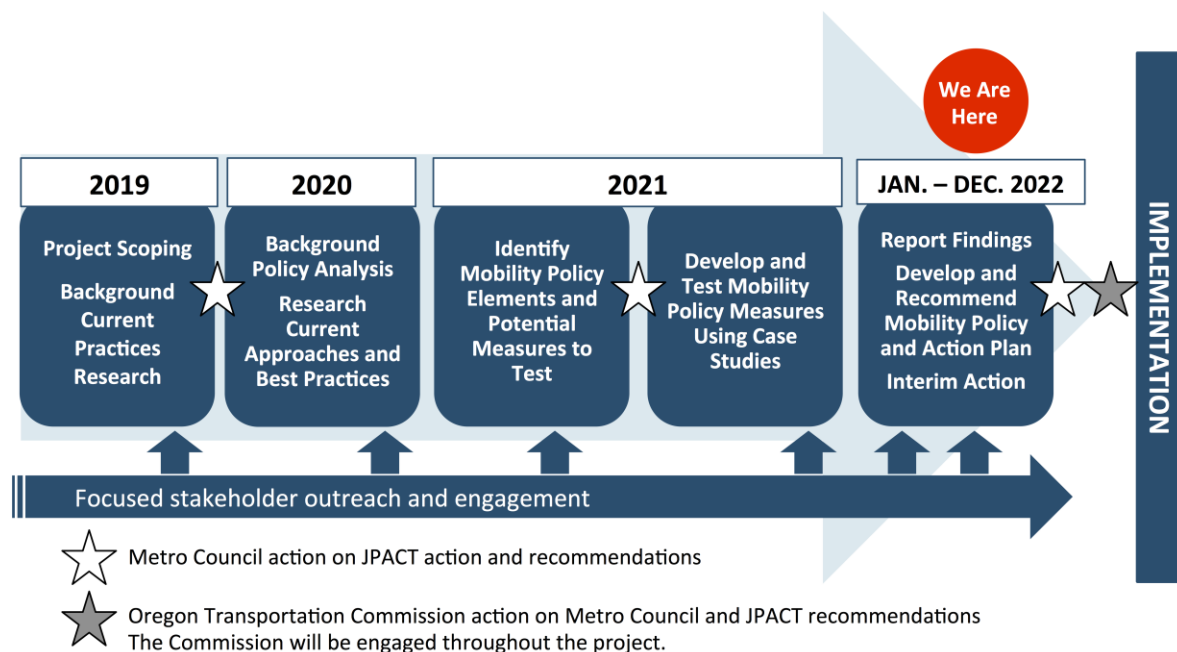
Length: 60 minutes

ISSUE STATEMENT

Since 2019, Metro and the Oregon Department of Transportation (ODOT) have been working together to update how the region defines and measures desired mobility outcomes for people and goods traveling in the Portland area. The updated mobility policy will guide the development of regional and local transportation plans and studies, and the evaluation of potential impacts of local comprehensive plan amendments and zoning changes on the transportation system.

The goal of this update is to better align the policy and measures with shared regional values, goals, and desired outcomes identified in the Regional Transportation Plan (RTP) and 2040 Growth Concept, as well as with local and state goals. The timeline for this project is shown in **Figure 1**.

Figure 1. Project Timeline



METRO/ODOT REGIONAL MOBILITY POLICY UPDATE: DRAFT POLICY, MEASURES AND IMPLEMENTATION ACTION PLAN

Since July 2022, the project team used the input received to date from JPACT and the Metro Council to continue working with TPAC, MTAC and practitioners to further develop the draft regional mobility policy, draft performance measures and their respective targets and draft implementation action plan. **Attachment 1** includes an overview of the draft policy and measures. **Attachment 2** includes an overview of next steps for finalizing the draft policy and future implementation actions. **Attachment 3** includes the draft implementation action plan. **Attachment 4** includes an overview of the process that led to the draft policy and proposed measures and targets.

Staff will present the proposed performance measures and targets and draft implementation action plan for Council feedback at the work session.

ACTION REQUESTED

Staff seeks Metro Council discussion and feedback on the measures and targets proposed for further testing and refinement as part of the 2023 RTP update, and the draft implementation action plan that includes state, regional and local actions outside the scope of this project that are needed to implement the new policy.

POLICY QUESTIONS

1. Does Council have feedback on the proposed performance measures and targets?
2. Does Council have feedback on the draft implementation action plan?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

Policy options for Council to consider include:

- **Option 1: Council supports the draft performance measures and targets as proposed to continue moving forward for further testing and refinement in the 2023 RTP update**, as presented.
- **Option 2: Council provides feedback to staff**, if the draft measures or targets do not fully reflect Council's desired mobility outcomes.

STAFF RECOMMENDATIONS

Staff recommends that Council discuss and provide feedback on the draft performance measures, targets and implementation action plan being considered. This is an opportunity for Council to ask questions and share any comments or concerns as the project team continues to engage TPAC and JPACT in developing the updated regional mobility policy and implementation plan this Fall. Staff will further refine the draft regional mobility policy recommendations and prepare a recommended regional mobility policy for the 2023 RTP for consideration by TPAC, JPACT, and Metro Council in November and December 2022.

IDENTIFIED POLICY OUTCOMES

As directed by the 2018 RTP, this project will update the current mobility policy, last updated more than 20 years ago. The 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

METRO/ODOT REGIONAL MOBILITY POLICY UPDATE: DRAFT POLICY, MEASURES AND IMPLEMENTATION ACTION PLAN

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.¹

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 state-owned facilities in the region. As a result, ODOT and Metro agreed to work together to update the mobility policy for the Portland area in both the 2018 RTP and OHP Policy 1F.

The mobility policy update was defined and adopted unanimously in Chapter 8 of the 2018 RTP. At that time, the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council recognized this work was important to better align how we measure mobility and adequacy of the transportation system for people and goods with the RTP policy goals for addressing equity, climate, safety, and mobility.

JPACT and Metro Council also recognized the updated policy must 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 continue to guide the policy update.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

When the regional mobility policy update was defined and adopted unanimously in Chapter 8 of the 2018 RTP, JPACT and the Metro Council recognized this work must holistically advance the RTP policy goals for addressing equity, climate, safety, and mobility as well as support other state, regional and local policy objectives, including implementation of the 2040 Growth Concept and the region's Climate Smart Strategy. This understanding and direction provided by the Metro Council is reflected in the project work plan and engagement plan approved by JPACT and the Metro Council in 2019.

Legal Antecedents

- **Ordinance No. 18-1421** (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted December 6, 2018.

Anticipated Effects

The updated policy, when adopted, will also apply to local transportation system plans (TSPs) and corridor plans, and during the local comprehensive plan amendment process.

Feedback received in October will be addressed in draft policy and implementation action plan brought forward for consideration by TPAC, JPACT and the Metro Council in November and December, respectively. This draft policy is proposed to be further tested and refined in 2023 as part of the update to the RTP that is underway. JPACT and the Metro Council are anticipated to consider final action on the 2023 RTP (and the updated mobility policy) in November 2023. Local implementation of the updated policy is anticipated to begin in 2025, pending completion of a number of state and regional actions described in the implementation action plan.

¹ For example, when the v/c ratio of a roadway equals 0.90, 90 percent of the roadway's vehicle capacity is being used. At 1.0, the vehicle capacity of the roadway is fully used.

METRO/ODOT REGIONAL MOBILITY POLICY UPDATE: DRAFT POLICY, MEASURES AND IMPLEMENTATION ACTION PLAN

A schedule of the remaining steps in development of the draft policy and implementation action plan follows.

10/18/22	Metro Council discussion and feedback
10/20/22	JPACT discussion and feedback
11/4/22	TPAC recommendation to JPACT on a final draft policy and measures to test and refine in the 2023 RTP update
11/17/22	JPACT considers action on TPAC recommendation
12/1/22	Metro Council considers action on JPACT recommendation (requested)
Winter 2023	Begin to apply draft policy in 2023 RTP update
November 2023	JPACT and Metro Council consider adoption of final policy and measure in 2023 Regional Transportation Plan
2024 and beyond	Implementation activities defined in the implementation action plan, including requesting Oregon Transportation Commission consideration of the Regional Mobility Policy for the Portland metropolitan area in the updated Oregon Highway Plan in 2024.

ATTACHMENTS

- What other materials are you presenting today?
 - Attachment 1. Overview of Draft Regional Mobility Policy and Measures (9/30/22)
 - Attachment 2. Overview Where We Are Headed (9/30/22)
 - Attachment 3. Draft Implementation Action Plan (9/30/22)
 - Attachment 4. Overview of the Process for Development of the Draft Policy and Implementation Action Plan (9/30/22)

Draft 2023 RTP Regional Mobility Policy (RMP) Overview

The Regional Mobility Policy is a policy in Metro’s Regional Transportation Plan (RTP) as well as ODOT’s Oregon Highway Plan. It applies to system planning and plan amendment processes only within the Portland metropolitan area. The goal of this updated policy is to better align the policy and measures with shared regional values, goals, and desired outcomes identified in RTP and 2040 Growth Concept, as well as with local and state goals. Specifically, the updated policy is intended to support mobility outcomes related to equity, efficiency, access and options, safety, and reliability. Three measures are included in the policy that have direct relationships to these desired mobility outcomes.

Draft Regional Mobility Policy for the 2023 Regional Transportation Plan

- | | |
|-------------------|--|
| Mobility Policy 1 | Ensure that land use decisions and investments in the transportation system enhance efficiency in how people and goods travel to where they need to go. |
| Mobility Policy 2 | Provide people and businesses a variety of seamless and well-connected travel modes and services that increase connectivity, increase choices and access to low carbon transportation options so that people and businesses can conveniently and affordably reach the goods, services, places and opportunities they need to thrive. |
| Mobility Policy 3 | Create a reliable transportation system that people and businesses can count on to reach destinations in a predictable and reasonable amount of time. |
| Mobility Policy 4 | Prioritize the safety and comfort of travelers by all modes when planning and implementing mobility solutions. |
| Mobility Policy 5 | Prioritize investments that ensure that Black, Indigenous and people of color (BIPOC) community members and people with low incomes, youth, older adults, people living with disabilities and other marginalized and underserved populations have equitable access to safe, reliable, affordable and convenient travel choices that connect to key destinations. |
| Mobility Policy 6 | Use mobility performance measures and targets that have direct for system planning and evaluating the impacts of plan amendments including Vehicle Miles Travelled (VMT) per capita for home-based trips and VMT/employee for commute trips to/from work, hours of congestion on the throughways, and system completeness. |

Draft Mobility Policy Performance Measure Targets

Measure	Target	Expected Mobility Outcomes
VMT per Capita (VMT/Capita for home-based trips and VMT/Employee for commute trips to/from work)	Achieve reductions required by OAR 660 Division 44 (GHG Reduction Rule)	Land Use Efficiency Land use patterns that are more efficient to serve because they reduce the need to drive and are supportive of travel options.
System Completeness	Complete the “planned” network and system for walking, biking, transit, vehicles, freight and implement strategies for managing the transportation system and travel demand <i>Note: The “planned” system, Strategic and Financially Constrained, may not achieve completeness for all modes but should identify future intent for all facilities given constraints and tradeoffs.</i>	Complete Multi-Modal Networks Travel options and connectivity allow people to reliably and safely walk, bike, drive, and take transit to get where they need to go.
Hours of Congestion on Throughways	Increase miles of the throughway system that operate with 4 or fewer hours of congestion per day based on a speed of 35 mph. <i>Note: Congestion is currently defined by ODOT for their freeways as vehicle speeds below 75% of the posted speed. The mobility policy will clarify how congested conditions are defined for current and future forecast conditions. Speeds on throughways below 35 mph are typically considered congested.</i>	Reliability Safe, efficient and reliable travel speeds for people, goods and services.

How do the measures work together?

VMT/Capita will be a controlling measure in both system planning and plan amendments to ensure that the planned transportation system and changes to the system support reduced VMT/capita by providing travel options that are complete and connected and that changes to land use reduce the overall need to drive from a regional perspective and are supportive of travel options.

- For system planning, the final planned system must support OAR 660 Division 44 (Metropolitan Greenhouse Gas (GHG) Emissions Reduction rule) and OAR 660 Division 12.
- For plan amendments, VMT/capita for household-based trips and VMT/employee for commute trips will be used to determine if the proposed plan amendment has a significant impact on regional VMT/capita that needs to be mitigated or not.

System Completeness and **Hours of Congestion on Throughways** are secondary measures that will be used to identify needs and inform the development of the planned system. The policy requires that TSPs define the planned system for each mode using a variety of guidance documents. Additional RTP and state policies also guide the development of individual modal systems. It is important to note that the Regional Mobility Policy is one of many policies that inform the development of the Regional Transportation Plan and local transportation system plans in the Portland region. The regional and local “planned” system may not achieve completeness for all modes but should identify future needs and expectations for all facilities given constraints and tradeoffs. Similarly, Hours of Congestion on Throughways will inform state and regional needs of the throughway system, and the target articulates the desired level of reliability for the throughway system designated in the RTP and OHP. Identifying solutions for locations that do not meet the Hours of Congestion on Throughways target shall follow the RTP congestion management process¹ and OHP Policy 1G², and should not come at the expense of achieving the VMT/capita target.

Using the updated Regional Mobility Policy for system planning processes:

The Regional Mobility Policy does not dictate how Metro or local agencies conduct system planning. It is one tool to be used to identify needs and define the planned system.

Through the RTP, Metro will define districts to establish a future baseline for VMT/capita that meets OAR 660 Division 44 (Metropolitan GHG Emissions Reduction Rule). The percent change in VMT/capita for the region must meet the reduction target in Division 44 (GHG Emissions Reduction Rule), but the percent change in VMT/capita for each district may vary.

At the local jurisdiction planning level, the planned system defined through the system planning processes must meet the RTP-set VMT/capita baseline for its impacted districts.

¹ RTP Chapter 3 (pages 3-71 and 3-72) and Appendix L to the RTP provides more detailed information. Sections 3.08.220 and 3.08.510 of the Regional Transportation Functional Plan further direct how cities and counties implement the CMP in the local system planning process.

² Policy 1G (Major Improvements) has the purpose of maintaining highway performance and improving highway safety by improving system efficiency and management before adding capacity.

Through the planning process, Hours of Congestion on Throughways will be used as a target to inform the planned throughway system. The target is no more than 4 hours per day with average travel speeds below 35 mph. There will be instances where there is not funding or community desire to complete roadway projects that would meet the Hours of Congestion target; therefore, it will be used for guidance to identify needs and deficiencies instead of as a standard.

The planned system determined through system planning processes that meets the VMT/capita baseline will become the basis for review of system completeness during plan amendment processes.

[Using the Regional Mobility Policy update for plan amendments processes:](#)

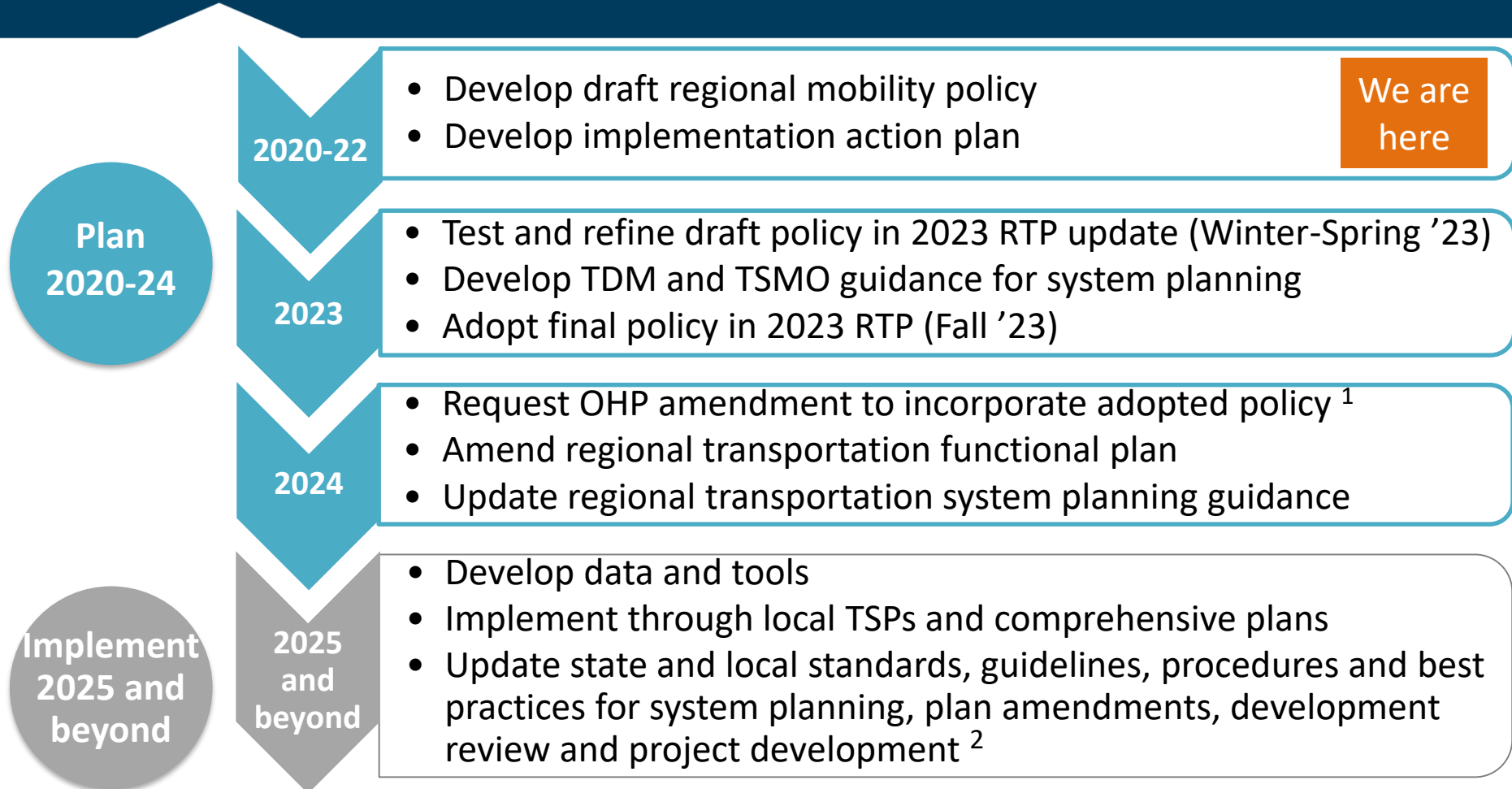
Comprehensive plan amendments that do not surpass the trip generation thresholds in the Oregon Highway Plan Policy 1F will be found to have no significant impact and are not required to further evaluate VMT/capita, hours of congestion, or system completeness. Comprehensive plan amendments that exceed the trip generation thresholds in the Oregon Highway Plan Policy 1F need to determine if there is a significant impact based on changes to the VMT/capita for the impacted district(s).

Plan amendments that increase VMT/capita, causing the district to not meet its target, will be required to mitigate that impact by adjusting their land use plan, supporting VMT/capita reduction through enhancing non-vehicular modes, and/or committing to travel demand management. Enhancing non-vehicular modes means increasing system completeness for non-vehicular modes within the impact area of the plan amendment for those modes. Within the impact area, the system gaps will be identified based on the planned system in the TSP.

Large plan amendments will be obligated to develop a funding plan that will address the system gaps and bring additional projects that support VMT/capita reduction into the financially constrained transportation system plan and that help the district meet their VMT/capita target. In addition to addressing system completeness, a large plan amendment that is found to have a significant impact on VMT/capita that cannot be mitigated, will be required to review the impact of the plan amendment on meeting the Hours of Congestion on Throughways target and mitigate the impact. Addressing motor vehicle Hours of Congestion target shall follow the RTP congestion management process and OHP Policy 1G and shall not come at the expense of achieving the VMT/capita target for the region.

Smaller plan amendments will need to demonstrate their proportionate impact on increased VMT/capita in the district and agree to conditions on the plan amendment or future conditions of development approval consistent with the local jurisdiction development code and project funding mechanisms that will include land use, travel demand management, and/or off-site mitigations to support reduced VMT/capita.

Where are we headed?



¹ The Oregon Highway Plan is undergoing an update in 2023-24.

² ODOT and DLCD are updating state guidelines, procedures and other tools in 2022-23 to support Climate-Friendly and Equitable Communities (CFEC) implementation.

Regional Mobility Policy for the Portland Metropolitan Area

Draft Implementation Action Plan

The following describes actions necessary to implement the proposed policy including steps to incorporate the policy into existing policy documents, guidance and procedures, and development of the data and tools needed for practitioners to implement the policy. The implementation actions are organized by these estimated time periods:

- **2023**
- **2024**
- **2025 and beyond**

A lead agency and timing for completion is identified for each action along with a brief description of the action. Lead agencies are Metro and ODOT. Partners include cities, counties, transit providers, Port districts and other partners in the greater Portland region.

These actions are draft and subject to further refinement in 2023 as the policy is tested and refined during the 2023 Regional Transportation Plan (RTP) update. These implementation actions will be completed as resources are available.

2023 Actions

- **Test and refine the draft Regional Mobility Policy through 2023 Regional Transportation Plan update.** This work will include incorporating the regional mobility policy language in the Overarching System Policies currently in Chapter 3 (Section 3.2) of the RTP, alongside safety, equity, and climate policies. To be consistent with the format of the RTP, explanatory text for each of the six policy statements will be developed with specific actions to implement each. This work will be completed in coordination with ODOT and cities, counties, and other partners in the region.

Lead Agency: Metro

When: Winter-Spring 2023

- **Establish baseline VMT/capita for home-based trips and VMT/employee for commute trips to/from work in the 2023 RTP.** This work will include defining “districts” within the regional modeling tools for which baseline VMT/capita for home-based trips and VMT/employee for commute trips to/from work will be established, considering the RTP mobility corridors geographies as a starting point. This work will be completed in coordination with ODOT and cities and counties in the region.

Lead Agency: Metro

When: Spring 2023

- **Further define and map TSMO “Key Corridors” for inclusion in 2023 RTP.** This action as called for in the 2021 Regional TSMO Strategy and will support implementation of the updated mobility policy. TSMO Key Corridors will be based on the 2018 RTP TSMO Network Map, and will represent the network in which transportation systems management strategies are most essential. This work will be completed in coordination with ODOT and cities and counties in the region.

Lead Agency: Metro/TransPort

When: Winter-Spring 2023

- **Update Multimodal System Inventories.** Update the Statewide Active Transportation Network Inventory in the Portland region in coordination and collaboration with Metro and local governments as a tool to support implementation of the updated Regional Mobility Policy and reporting for OAR 660-012 and OAR 660-044, building from local and regional (RLIS) system data. The Regional Land Information System (RLIS) Metro maintains and data collected by local governments and reported to Metro provide important information to support this action.

Lead Agency: ODOT

When: Winter-Spring 2023

- **Develop implementation guidance for TDM/TSMO to support the Regional Mobility Policy.** Guidance will identify expectations for system completeness for TDM/TSMO at a regional level, identify roles and responsibilities for Metro and its partners in implementation, include recommended processes for system planning and plan amendments for local jurisdictions, and provide TDM tools to support implementation. The TSMO guidance will likely include a checklist, using the existing Regional ITS Architecture Plan and ITS checklist as a starting point. The Regional ITS Architecture Plan allows a local agency to track how information flows among transportation operators to manage the multimodal system and assures the equipment they put into capital projects is effective and interoperable, satisfying requirements of the region, ODOT and FHWA. This work will be completed in coordination with ODOT, cities and counties and other partners in the region.

Lead Agency: Metro

When: 2023-24

- **Adopt the final Regional Mobility Policy in the 2023 Regional Transportation Plan.** The 2018 RTP Section 3.5, Regional Motor Vehicle Network Vision and Policies, includes the Interim Regional Mobility Policy; mobility targets therein correspond with the Oregon Highway Plan's Policy 1F, Highway Mobility Policy, Table 7.

Lead Agency: Metro

When: Nov. 2023

2024 Actions

- **Request consideration of the Regional Mobility Policy for the Portland metropolitan area in the updated Oregon Highway Plan to reflect the regional mobility policy adopted in the 2023 Regional Transportation Plan.** An update of the Oregon Highway Plan is planned for 2022-23, following the adoption of the new Oregon Transportation Plan. The updated Regional Mobility Policy is anticipated to replace Table 7 in the current OHP Policy 1F. Request new OHP to integrate explanatory text, performance measure targets, and other state guidance for transportation system planning for state highways in the Portland metropolitan area, consistent with the updated policy. . The requested new policy will include removal of the recommendation in the Oregon Highway Plan for local agencies to adopt ODOT mobility standards for development review purposes.

Lead Agencies: Metro and ODOT

When: 2024

- **Amend Regional Transportation Functional Plan, Title 3, Transportation Project Development, to reflect the Regional Mobility Policy.** Title 3 includes current mobility targets in Table 3.08-2; Section 3.08.230 Performance Targets and Standards requires Oregon Transportation Commission approval for local adoption of mobility standards for state highways that differ from those in Table 3.08-2. Establish an evaluation and reporting

process that an agency must follow to demonstrate that the RTP congestion management process was used and that other solutions were analyzed first before capacity-adding projects consistent with OAR 660-012-0830. Other functional plan amendments may be needed to implement the final adopted policy. This work will be completed in coordination with ODOT, DLCD, transit providers, cities, counties and other partners in the region.

Lead Agency: Metro

When: 2024

- **Develop a VMT-based spreadsheet tool to support evaluation of plan amendments.** The spreadsheet or similar tool will help assess potential changes to VMT/capita and VMT/employee for commute trips and potential mitigations to minimize the need for application of the regional travel demand model for all plan amendments. Before leading the tool development, ODOT would develop data and tool specifications, review relevant research, and conduct sensitivity testing in coordination with Metro and other MPOs. This tool is anticipated to support implementation of this policy and OAR 660-012 and OAR 660-044 statewide. The tool would have three main functions:
 - Provide the starting VMT/capita and VMT/employee starting values for projects to use. These starting values could be presented at the traffic analysis zone (TAZ) level or District level.
 - Assess the direction and magnitude of change to VMT/capita and VMT/employee that would result from the proposed land use changes.
 - Evaluate the effectiveness of potential mitigation actions, including changes to planned land use and circulation, improved transit, bicycling, and walking facilities, and the implementation of travel demand management (TDM) programs.

Lead Agency: ODOT

When: 2024-25

- **Develop hours of congestion and travel speed forecasting guidance.** Develop guidance on calculating hourly average travel speed and hours of congestion on thoroughways based on the model used in coordination with ODOT. If using output from the regional travel demand model, ensure a consistent approach to segment lengths, model hour(s) reviewed, and any calibration needed. This work may identify updates to ODOT's Analysis Procedures Manual and/or other procedures to reflect this guidance.

Lead Agencies: Metro and ODOT

When: 2024

- **Update Regional Transportation Functional Plan to encompass additional relevant TSMO and TDM system planning guidance.** Consider how the plan amendment and development review processes could support citywide and county-wide initiatives identified in TSPs such as ITS plans, wayfinding programs, and demand management programs. This work will be completed in coordination with ODOT, DLCD, DEQ, transit providers and cities and counties in the region.

Lead Agency: Metro

When: 2024

- Update ODOT's Analysis Procedures Manual, development review procedures, and TSP guidelines to reference the updated Regional Mobility Policy. The development review procedures will be updated to provide guidance on assessing impacts of plan amendments

on ODOT facilities. The updates will build on updates planned to start in 2023 to support implementation of OAR 660-012 and OAR 660-044 and the new OHP when it is adopted.

Lead Agency: ODOT

When: 2023-2024

- **Determine remaining needs for updates to the Oregon Highway Design Manual to acknowledge the adopted Portland Metro area mobility policy.** The updates will build on updates planned to start in 2023 to support implementation of OAR 660-012 and OAR 660-044.

Lead Agency: ODOT

When: 2024

- **Develop model codes and guidance to support local implementation.** Develop guidance to local jurisdictions (potentially in the RTFP) on how the RMP could be applied to their facilities for reviewing plan amendments and land development applications. Applying the RMP to local jurisdiction facilities requires amendments to local jurisdiction standards for their facilities through their TSPs and land development codes. This work will be completed in coordination with ODOT, DLCD, transit providers and cities and counties in the region.

Lead Agency: Metro

When: 2024

2025 and Beyond Actions

- **Implement Regional Mobility Policy through local TSP and comprehensive plan updates.** Local TSP and plan updates will apply the new mobility policy in their system planning and update local codes and ordinances to reflect the new policy in requirement for plan amendments and project development. This work includes incorporating regional performance targets that apply to plan amendments to ensure that the proposed changes are consistent with the planned function, capacity, and performance standards of state and regional facilities. Local jurisdictions that have adopted ODOT's OHP V/C targets as standards in their development codes, may also replace these v/c targets with the new mobility policy and performance targets. This work will be completed in coordination with ODOT and Metro.

Lead Agency: Cities and counties

When: 2025 and beyond

- **Incorporate Regional Mobility Policy Implementation Guidance for TDM into Metro's Regional Travel Options (RTO) Strategy Update.** RTO staff seeks to be responsive to new policy direction (including the Regional Mobility Policy Update, 2023 RTP Update, and the DEQ Employee Commute options Rules Update) as well as internal program direction (including the 2022 RTO Racial Equity Strategy, 2022 Commute Program Analysis, and updates to the RTO Grant Program). These inputs set the RTO Program on a revised trajectory of program and service delivery which will be reflected in an update to the 2018 RTO Strategy, the program's 10-year strategic plan. The RTO Strategy Update will articulate a regional vision for TDM, including a roadmap for Metro and partners in supporting this vision.

Lead Agency: Metro

When: 2025-2026

- **Update Transportation Analysis Zones (TAZs) to support local and regional planning needs.** Refine TAZ boundaries or establish additional TAZs to better align with jurisdictional, urban growth boundaries and other planning needs.

Lead Agency: Metro

When: 2026-28

- **Expand the region's Dynamic Traffic Assignment capabilities.** This work would expand the region's existing model(s) to calculate hourly average travel speeds for all throughways and other reliability measure outputs within a capacity constrained model. Guidance will be developed to consistently calculate hourly average travel speed using DTA model. This work will also determine if thresholds should be adjusted if analysis is adjusted to use the DTA model. This work will be completed in coordination with ODOT and other state and regional modeling collaboration efforts described below.

Lead Agency: Metro

When: TBD

- **State and Regional Modeling Collaboration.** Modify and create new regional modeling tools in coordination with the Oregon Modeling Statewide Collaborative (OMSC) to better account for all modes of travel, including light-duty commercial travel, in support of implementation of this policy and OAR 660-012 and OAR 660-044. This includes support for the statewide joint-estimation and regional deployment of ActivitySim and supporting tools, which will better integrate State and Regional modeling efforts, particularly where these models overlap and exchange data.

Lead Agency: Metro and ODOT

When: TBD



Regional Mobility Policy Update

Overview of the Process for Development of the Draft Mobility Policy and Action Plan

An overview of the process used to identify the mobility policy elements and develop the draft policy, proposed performance measures and draft implementation action plan follows.

Step 1 | Project Scoping and Current Measures and Tools Research

From 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 [Portland State University's Synthesis Research on Current Measures and Tools](#) reviews the existing mobility policy and summarizes current practices in measuring multimodal mobility.

Step 2 | Policy Analysis and Current Approaches and Best Practices Research

In 2020, the project team reviewed [previous input from historically marginalized and underserved communities](#) and other stakeholders from the [2018 Regional Transportation Plan update](#), development of the [2020 transportation funding measure](#) and the [Scoping Engagement Process](#) for this effort. Based on this review and additional feedback received through two workshops with the TPAC and MTAC in fall 2020, six key transportation outcomes were identified as integral to how we view mobility in the Portland region.

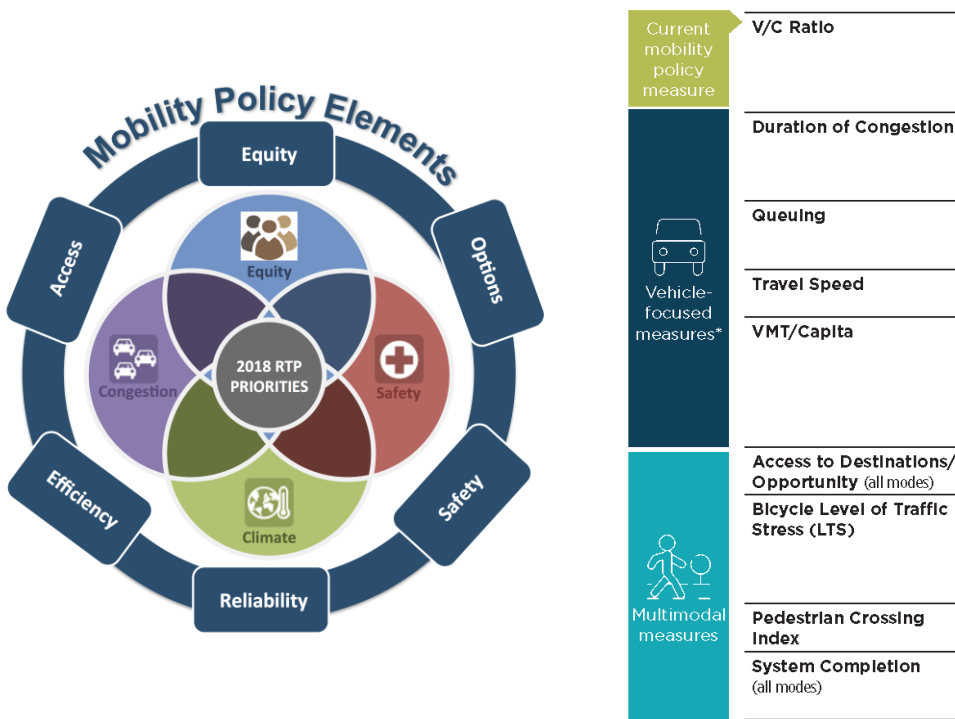
In Fall 2020, TPAC and MTAC also provided feedback on criteria to be used to screen and select potential mobility performance measures for testing that address one or more mobility policy elements. In Winter 2021, the Consultant team applied the screening criteria through a multi-step process to narrow a list of 38 potential mobility measures to 12 potential mobility measures that appeared most promising for testing and further evaluation through case studies. [A technical memo](#) and supporting documents describing the screening process is available on the project website.

Step 3 | Identify Mobility Policy Elements and Test Potential Measures Using Case Studies

In spring 2021, the project team engaged policymakers, practitioners, community leaders and other stakeholders to review and provide feedback on the draft mobility policy elements and potential measures to include in the updated policy. Throughout May and June 2021, the project team engaged stakeholders through online forums, briefings and committee meetings. The four online forums included two forums for planning, modeling and engineering practitioners, a forum for goods and freight professionals, and a forum for community leaders. A total of about 130 people participated in the forums. Project staff also presented and received feedback at County Coordinating Committees (staff and policy), MTAC, TPAC, the Metro Policy Advisory Committee (MPAC), JPACT and the Metro Council – representing more than 350 individual points of input.

A [Stakeholder Engagement Report](#) and [supporting Appendices](#) documenting the Spring 2021 engagement process and input received is available on the project website.

In June 2021, JPACT and Metro Council recommended the mobility policy elements and measures in **Figure 2** be further evaluated and tested. The recommendation was informed by past research and input, the technical screening process and subsequent stakeholder input.

Figure 1: Regional Mobility Policy Elements and Measures Evaluated

Throughout Fall 2021 and early 2022, the project team evaluated a series of case studies. The case studies research focused on learning more about each of the potential new mobility measures and potential ways in which the measures could be applied across different land use and transportation contexts and for different planning applications – focusing on system planning and plan amendments. A memo providing an [overview of the preliminary case study evaluation work](#) and a [report summarizing the case study analysis and findings](#) are available on the project website.

Step 4 | Develop Draft Mobility Policy, Measures and Implementation Action Plan to Test and Refine in 2023 RTP Update

From February to May 2022, the project team engaged TPAC, MTAC and other practitioners through three workshops, an online questionnaire, briefings to staff-level county coordinating committees and a third practitioners forum. The team reported the case study findings and preliminary mobility policy recommendations from the research.

The discussions and questionnaire resulted in additional input on the draft policies, the individual measures being proposed for the updated mobility policy and ideas for how the measures could be applied during system planning and when evaluating the transportation impacts of plan amendments. The TPAC and MTAC workshop materials and meeting summaries are available on the Metro website. A [report summarizing feedback from the April 2022 practitioners forum](#) is available on the project website.

From May to August 2022, the project team used the previous input received to further develop the draft regional mobility policy and proposed performance measures and presented the policy and measures to TPAC and MTAC at the June 17 joint workshop. Staff from the City of Portland and Multnomah Council submitted additional written feedback following the workshop, and the

Overview of the Process for Development of the Draft Mobility Policy and Action Plan

project team had two follow-up meetings with the city of Portland in July and August as requested at the workshop. The Metro Council discussed the draft policy and proposed performance measures at a July work session and expressed support for the overall direction of the work, including the draft policies and proposed measures, recognizing more details on application of the policy and measures, including thresholds would continue to be developed with TPAC and MTAC through the summer.

In August 2022, the project team continued to refine the draft policy, which includes five individual policy statements, and four proposed performance measures to address feedback received. Major changes made to the June draft included:

- Provided additional clarification on use of VMT/capita and baseline setting.
- Removed travel speed for arterials from the draft policy.
- Removed proposed throughway travel speed thresholds pending further TPAC and MTAC discussion of additional travel speed analysis prepared by the Consultant team.
- Added information on TSMO and TDM system completeness that reflects ongoing Metro work through the Regional TSMO and Regional Travel Options programs.
- Clarified the process for applying the policy in system planning and plan amendments.

The project team presented an updated draft policy, measures and action plan to TPAC and MTAC at the August 17 joint workshop. Staff from the Multnomah County, the Federal Highway Administration (FHWA), City of Portland, Washington County and Clackamas County submitted additional written feedback following the workshop. The project team had two follow-up meetings with ODOT technical services staff from Salem and Region 1. A [report summarizing feedback from the August 2022 workshop](#) is available on the project website.

In Late August and throughout September 2022, the project team continued to refine the draft performance measures and implementation action plan to address feedback received. Major changes made to the August draft include:

- Added travel speed-based reliability targets for the region's throughways based on additional analysis prepared by the Consultant team.
- Added information on TSMO and TDM system completeness that reflects ongoing Metro work through the Regional TSMO and Regional Travel Options programs.
- Further clarified the process for applying the policy in system planning and plan amendments.
- Expanded the draft implementation action plan to include more specificity on future actions needed to implement the policy and lead agencies and timing for this work.

The [draft policy and implementation action plan \(dated September 30, 2022\)](#) is available on the project website.

In October 2022, the project team presented an updated draft mobility policy, measures and implementation action plan for review and discussion by TPAC, JPACT and the Metro Council. Feedback received in October will be addressed in draft policy and implementation action plan brought forward for consideration by TPAC, JPACT and the Metro Council in November and December.

Materials following this page were distributed at the meeting.



Metro



Metro State Legislative Agenda Update

October 18, 2022

What's Changed Since Our Last Council Work Session?

- ↑ Uncertainty elections and legislative make-up
- ↑ Outreach to partners
- ↑ Clarity on potential legislative concepts

Legislative Priority Framing

- Legislative principles very similar to previous iterations
- New legislative principle on “tribal sovereignty”
- Framing issues with a climate and racial impacts lens

Interstate Bridge Replacement



Support efforts to advance funding for the Interstate Bridge Replacement Project and ensure that the project adheres to the Modified LPA components including one auxiliary lane and high-capacity transit across the river.

Great Streets Program Investment

Support legislation that would increase funding for state-owned urban arterials that address critical safety and maintenance needs. This includes seeking increased funding for the Great Streets Program.



Gun Safety



Support efforts to allow Metro to regulate the carrying of firearms on Metro's properties including the grounds.

Equitable, Convenient and Sustainable Electronic Recycling and Reuse

Support legislation that modernizes the current electronic recycling system to be more convenient, equitable and allows for better pathways to reuse when possible.



Abandoned and Derelict Vessels and Recreational Vehicles



Support legislation building towards a comprehensive statewide program and dedicated funding for the removal and disposal of ADVs, both on land and in the water, and RVs.

Private Activity Bonds

Support for legislation that increases the proportion of private activity bonds allocated to OHCS and reduces technical barriers that result in delayed projects.



Equitable Housing



Provide funding and policy changes that address:

- Housing issues resulting from COVID and wildfires
- Incentives to build and preserve affordable housing
- Ongoing operations and supportive services
- More affordable home ownership opportunities
- Shelters and expand shelter capacity
- Renters and homeowners ability to continue to adapt to the climate crisis.

Next Steps

- Continued Outreach to:
 - Government partners
 - Community groups
 - Business community
 - Legislators
- Continued Conversations with Metro Council and Staff

Discussion Questions for Metro Council

- Are there additional topics which the Council would like to adopt legislative positions?
- Are there particular legislative positions that the Council would like staff to prioritize in 2023?

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Regional mobility policy update

Metro Council Work
Session

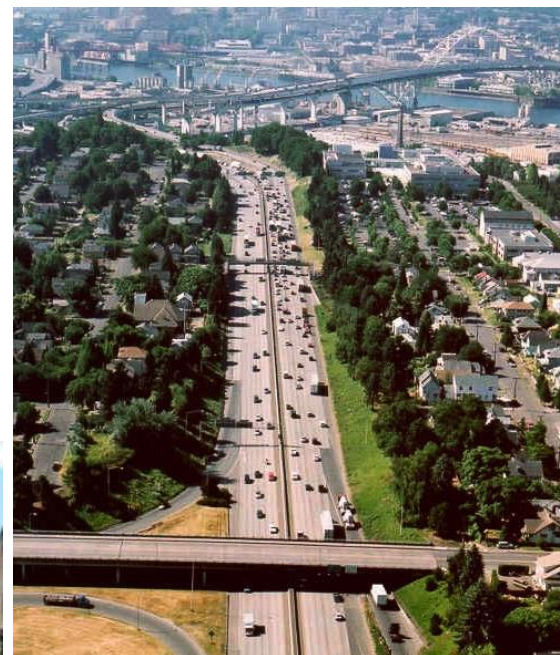
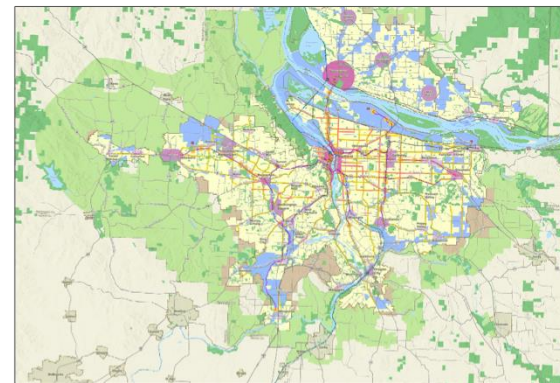
October 18, 2022



Metro



Oregon
Department
of Transportation



Today's purpose

Provide update on project and next steps

Seek input on draft mobility policy:

- policy statements
- measures and targets
- implementation action plan



Project purpose

- Update the mobility policy and 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

Applications of the current mobility policy

TARGETS



Planning for the future*

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

STANDARDS



Regulating Plan Amendments*

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



Mitigating Development Impacts

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



Managing and Designing Roads

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

*Focus of this effort

Regional Mobility Policy and Oregon Highway Plan Policy 1F

Regional Mobility Policy (Regional Transportation Plan)

- RTP motor vehicle network, including ODOT highways and city and county arterials
- Applied as targets in system planning only

Highway Mobility Standards (Oregon Highway Plan Policy 1F)

- ODOT highways only
- Applied as targets in system planning
- Applied as standards in local comprehensive plan amendments

Volume to Capacity Ratio Targets for Portland Region (adopted in RTP in 2000 and OHP in 2002)

VOLUME TO CAPACITY RATIO TARGETS INSIDE METRO ^{A, B}		
Locations	Target	
	1 st hour	2 nd hour
Central City Regional Centers Town Centers Main Streets Station Communities	1.1	.99
Corridors Industrial Areas Intermodal Facilities Employment Areas Inner Neighborhoods Outer Neighborhoods	.99	.99
I-84 (from I-5 to I-205)	1.1	.99
I-5 North (from Marquam Bridge to Interstate Bridge)	1.1	.99
OR 99E (from Lincoln Street to OR 224 Interchange)	1.1	.99
US 26 (from I-405 to Sylvan Interchange)	1.1	.99
I-405 ^C (from I-5 South to I-5 North)	1.1	.99
Other Principal Arterial Routes I-205 ^C I-84 (east of I-205) I-5 (Marquam Bridge to Wilsonville) ^C OR 217 US 26 (west of Sylvan) US 30 OR 8 (Murray Blvd to Brookwood Avenue) ^C OR 224 OR 47 OR 213 242 nd /US 26 in Gresham OR 99W	.99	.99

Table 7: Volume to Capacity Ratio Targets within Portland Metropolitan Region

Why Now?



2018 Regional Transportation Plan

*A blueprint for the future of transportation
in the greater Portland region*

Adopted December 6, 2018

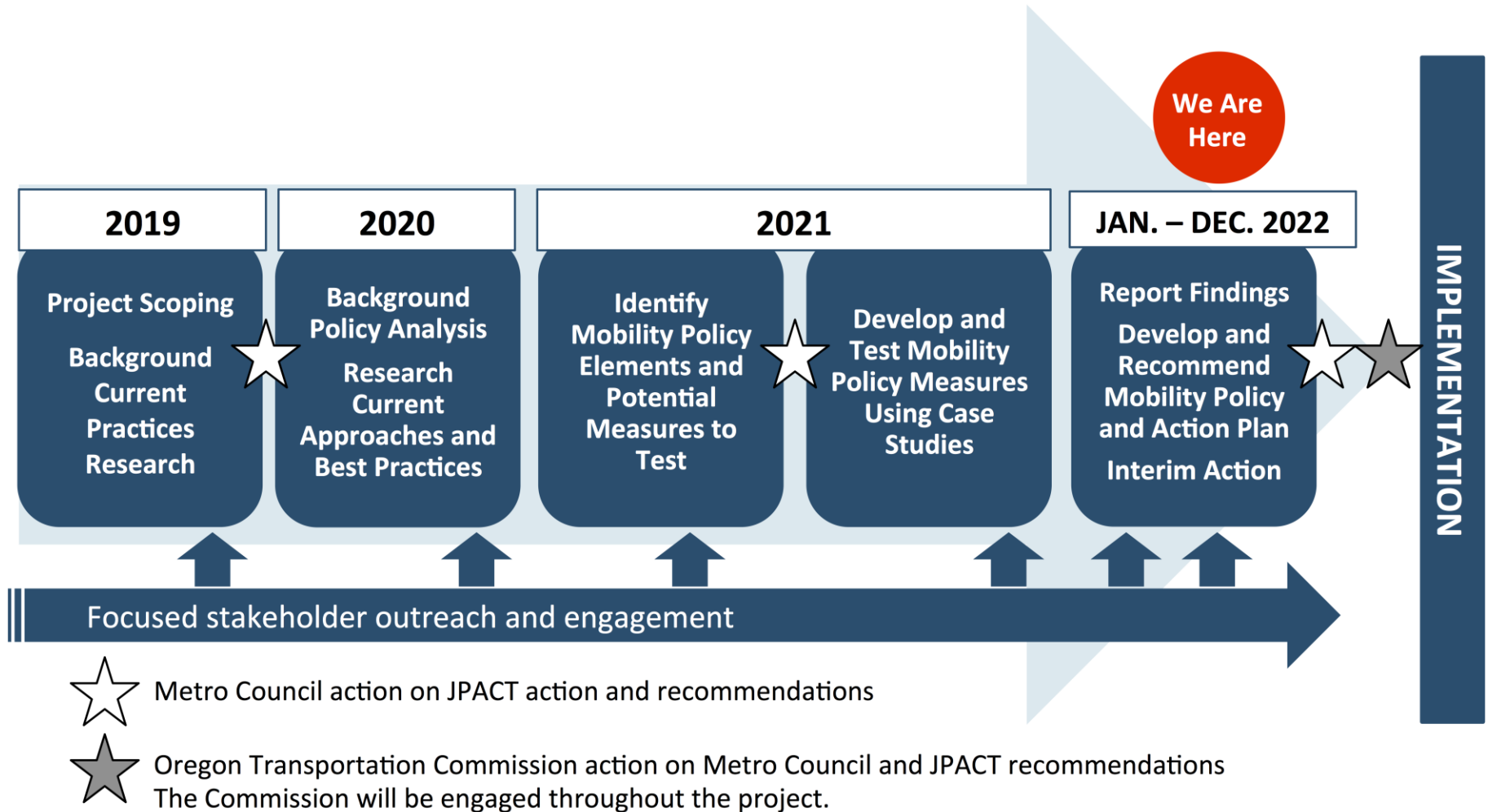
oregonmetro.gov/rtp

ODOT, Metro, cities and counties are increasingly unable to meet current mobility policy

Better align policy with state, regional and community values, goals and desired outcomes:

- Desire to shift focus from vehicles to people, goods and services
- Cannot afford what it would take to meet policy
- Impacts to meet current RTP/OHP congestion targets/standards remain a top concern

Project timeline



2020-22 Engagement

Attachment 4

4 Metro Council briefings

20 briefings and presentations to regional advisory committees and county coordinating committees

1 community leaders forum

1 freight and goods forum

3 practitioner forums – planners, engineers, modelers

10 TPAC/MTAC workshops

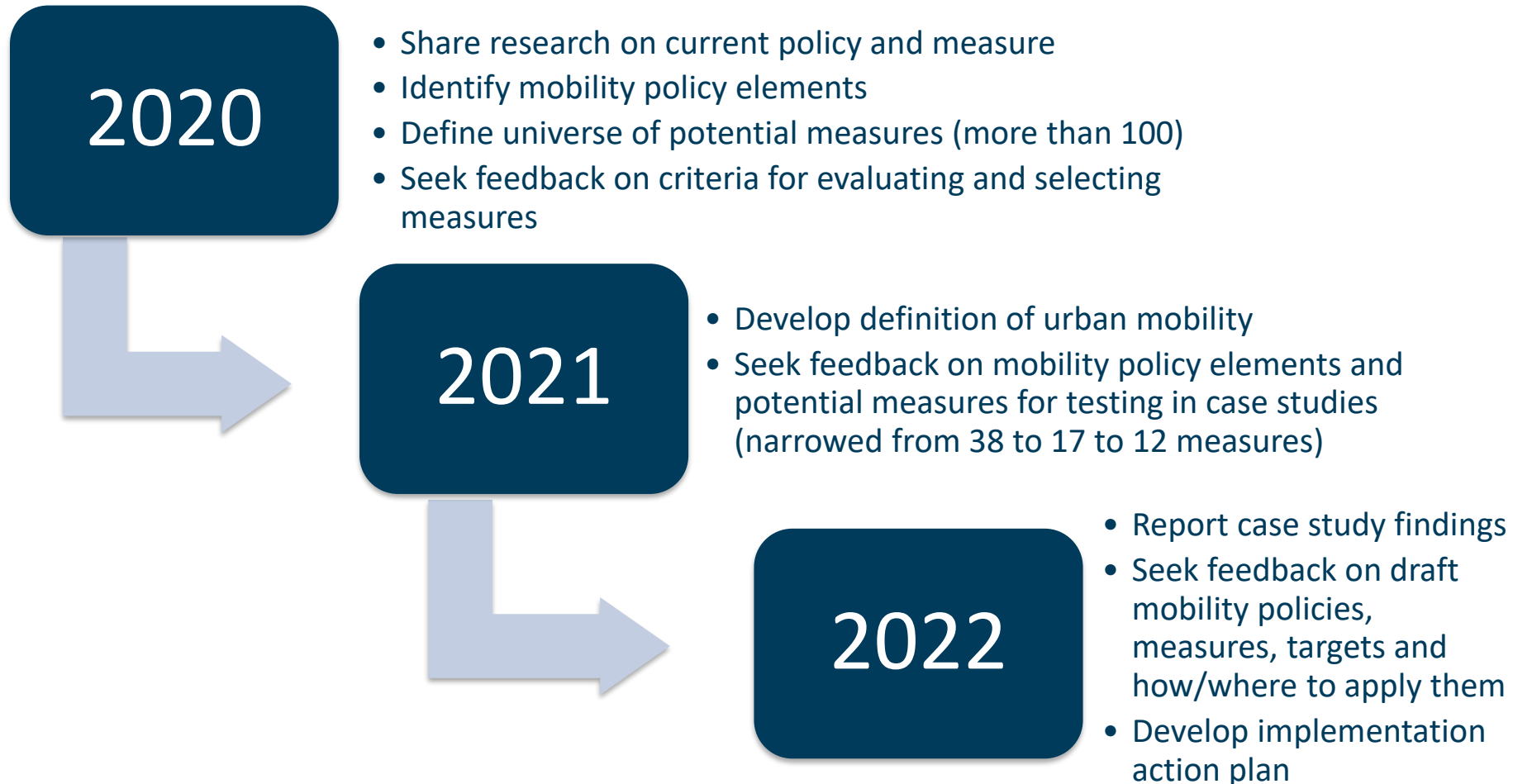


**More than
600
participants**

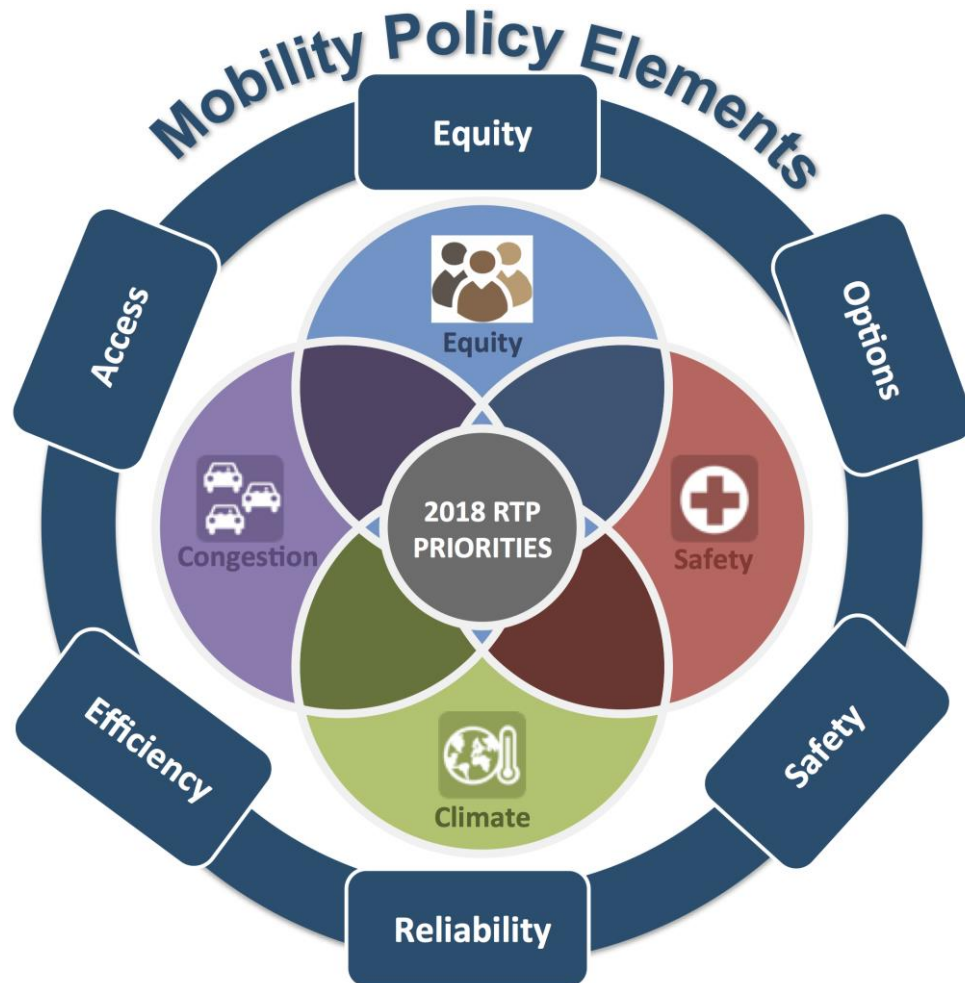


Looking back: 2020 to today

Attachment 4



Vision for urban mobility for the Portland area: *People and businesses can safely, affordably, and efficiently reach the goods, services, places and opportunities they need to thrive by a variety of seamless and well-connected travel options and services that are welcoming, convenient, comfortable, and reliable.*



Mobility elements

Equity

Black, Indigenous and people of color (BIPOC) community members and people with low incomes, youth, older adults, people living with disabilities and other historically marginalized and underserved communities experience equitable mobility.

Access

People and businesses can conveniently and affordably reach the goods, services, places and opportunities they need to thrive.

Efficiency

People and businesses efficiently use the public's investment in our transportation system to travel where they need to go.

Reliability

People and businesses can count on the transportation system to travel where they need to go reliably and in a reasonable amount of time.

Safety

People are able to travel safely and comfortably and feel welcome.

Options

People and businesses can choose from a variety of seamless and well-connected travel modes and services that easily get them where they need to go.



DRAFT mobility policies for the Portland region

Attachment 1

Mobility Policy 1

Ensure that **the public's land use decisions and investments in the transportation system enhance efficiency in how people and goods travel** to where they need to go.

Mobility Policy 2

Provide people and businesses a variety of seamless and well-connected travel modes and services that increase connectivity, increase choices and access to low carbon transportation options so that people and businesses can conveniently and affordably reach the goods, services, places and opportunities they need to thrive.

Mobility Policy 3

Create a reliable transportation system, one that people and businesses can count on to reach destinations in a predictable and reasonable amount of time.

Mobility Policy 4

Prioritize the safety and comfort of travelers in all modes when planning and implementing mobility solutions.

Mobility Policy 5

Prioritize investments that ensure that Black, Indigenous and people of color (BIPOC) community members and people with low incomes, youth, older adults, people living with disabilities and other historically **marginalized and underserved communities experience equitable mobility.**

Mobility Policy 6

Use mobility **performance measures and targets** for system planning and evaluating the impacts of plan amendments including **Vehicle Miles Travelled (VMT) per capita** for home-based trips and VMT/employee for commute trips to/from work, **hours of congestion** on the thoroughways, and **system completeness.**



DRAFT mobility policy performance measures and targets

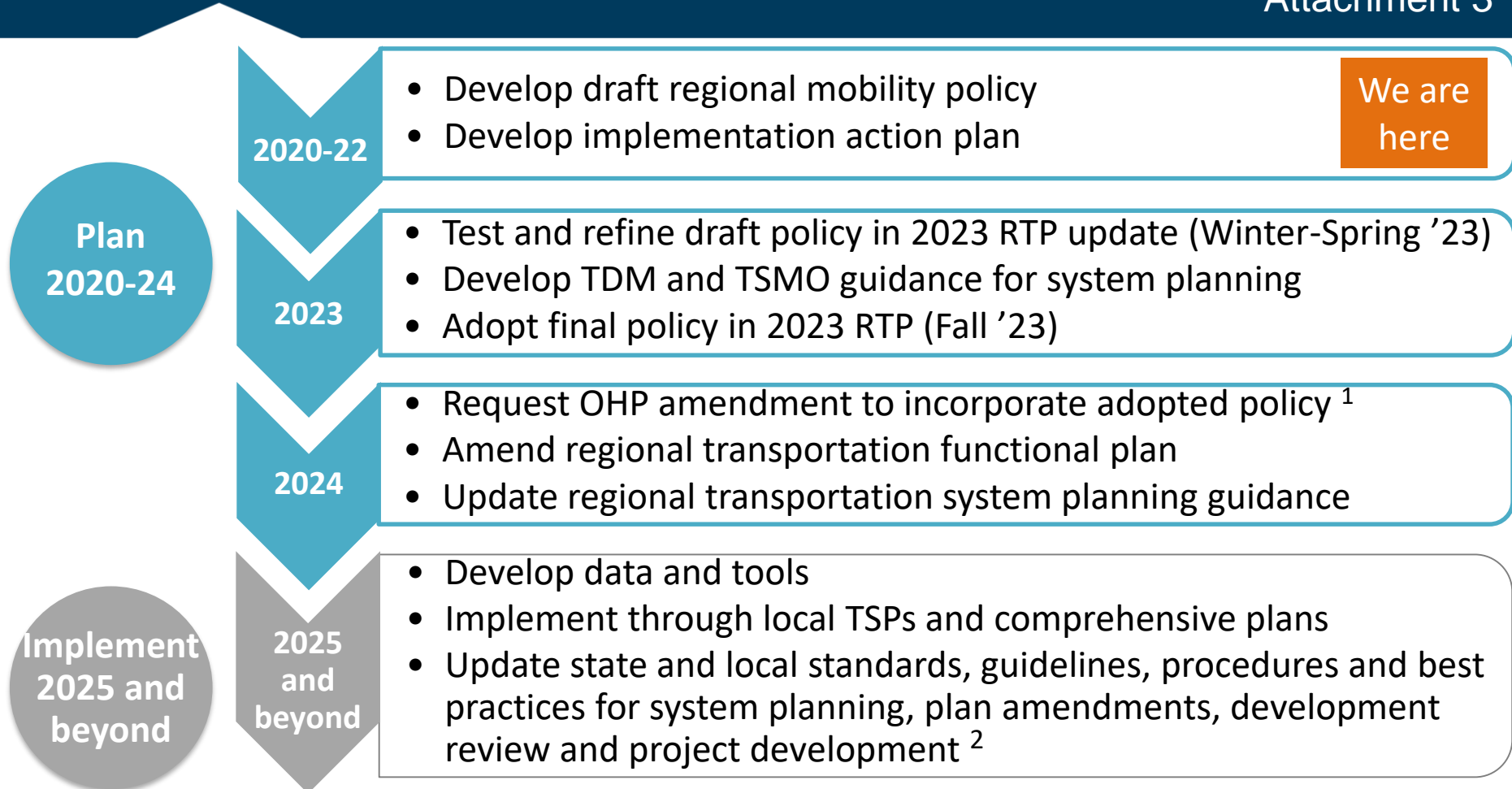
Attachment 1

Measure	Target	Expected Mobility Outcomes
VMT/Capita for home-based trips VMT/Employee for commute trips to/from work	Achieve VMT/capita reductions required by OAR 660 Division 44 (GHG Reduction Rule)	Land Use Efficiency Land use patterns that are more efficient to serve because they reduce the need to drive and are supportive of travel options.
System Completeness (all modes, TSMO, TDM)	Complete the “planned” network and system for walking, biking, transit, vehicles, freight and implement strategies for managing the transportation system and travel demand	Complete Multi-Modal Networks Travel options and connectivity allow people to reliably and safely walk, bike, drive, and take transit to get where they need to go.
Hours of Congestion (Throughways only based on average travel speed)	Average speed not below 35 mph for more than 4 hours per day (<i>I-5, I-205, I-84, I-405, US 26, OR 217</i>) Additional analysis of other Throughways that are signalized is underway.	Reliability Safe, efficient and reliable travel speeds for people, goods, and services.



DRAFT implementation action plan

Attachment 3



¹ The Oregon Highway Plan is undergoing an update in 2023-24.

² ODOT and DLCD are updating state guidelines, procedures and other tools in 2022-23 to support Climate-Friendly and Equitable Communities (CFEC) implementation.

Looking ahead: next 3 months

- | | |
|----------|--|
| 10/18/22 | Metro Council discussion and feedback |
| 10/20/22 | JPACT discussion and feedback |
| 11/4/22 | TPAC recommendation to JPACT to test and refine the draft policy and measures in the 2023 RTP update |
| 11/17/22 | JPACT considers action on TPAC recommendation |
| 12/1/22 | Metro Council considers action on JPACT recommendation to test and refine the draft policy and measures in the 2023 RTP update |

Learn more at:
oregonmetro.gov/mobility



Metro



**Oregon
Department
of Transportation**

Questions and discussion

Do you have feedback on:

- Draft mobility policy statements?
- Proposed performance measures and targets?
- Overall timing of proposed implementation actions? Anything missing?

Thank you!

Kim Ellis, Metro

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Glen Bolen, ODOT

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What's different

Current policy

Focus on vehicle travel

Primary objective: vehicle flow and capacity

Rush hour commute travel

Focus on vehicles

Limited impact assessment

Relies on existing data and tools

Updated policy

Focus on people and goods

Primary objectives: reliability, safe and complete system

All travel, throughout the day

Focus on integrated, highly-connected multimodal networks

Systematic evaluation of impacts

Likely to direct new data and tools

RTP defines the vision for a complete and connected system



2018 Regional Transportation Plan

The Regional Transportation Plan is a blueprint to guide investments for all forms of travel – motor vehicle, transit, bicycle and walking – and the movement of goods and freight throughout the Portland metropolitan region. The plan identifies current and future transportation needs, investments needed to meet those needs and what funds the region expects to have available to over the next 25 years.

Pedestrian

- Pedestrian Parkway
- Regional Pedestrian Corridor

Motor Vehicle

- Throughway
- Major Arterial
- Minor Arterial
- Arterial Outside UGB

Transit

- Light Rail Transit
- Commuter Rail
- Streetcar
- HCT In Progress
- Future HCT
- Intercity High Speed Rail
- Enhanced Transit Connector
- Frequent Bus
- Regional Bus
- Bus Service Outside MPA
- Major Bus Stop
- Transit Center
- Air Terminal
- Bus Station

Regional Design

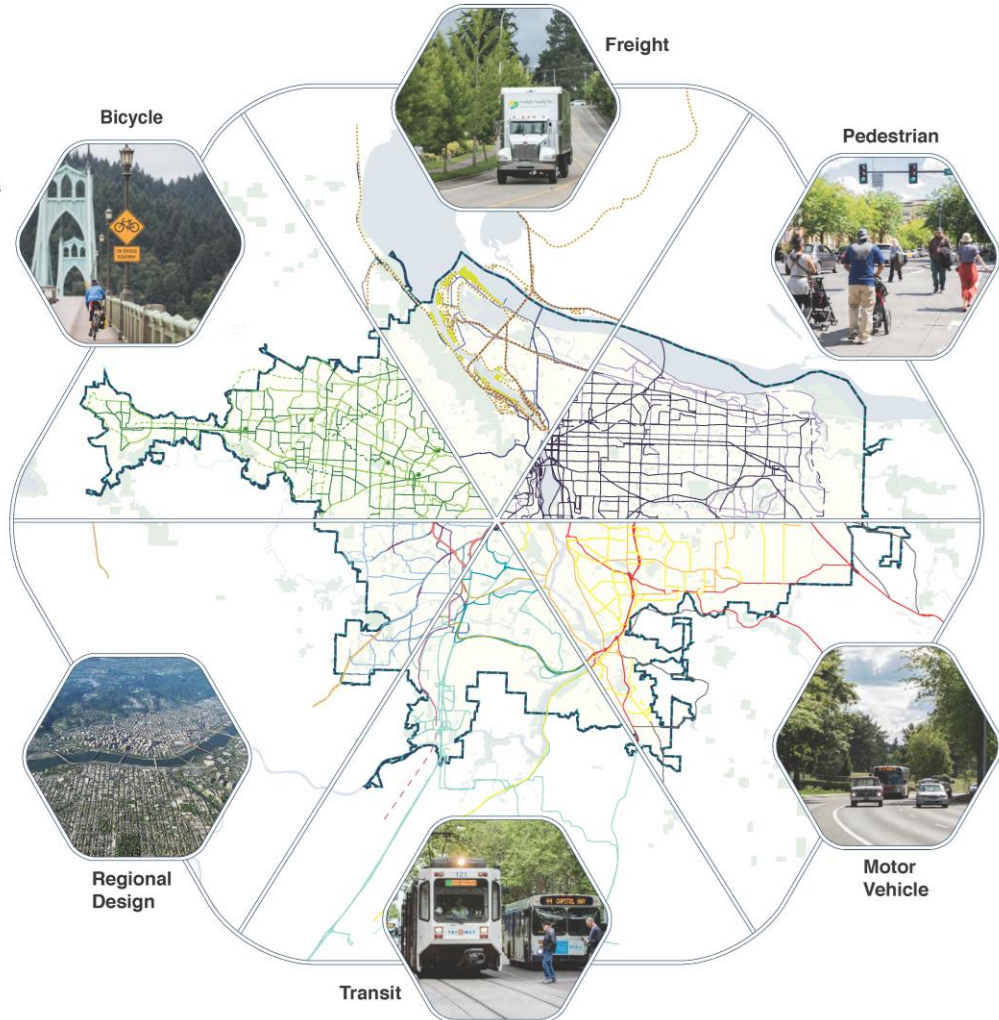
- Freeway
- Highway
- Regional Boulevard
- Regional Street
- Community Boulevard
- Community Street
- Industrial Street

Bicycle

- Bicycle Parkway
- Regional Bikeway
- Bike Transit Facility

Freight

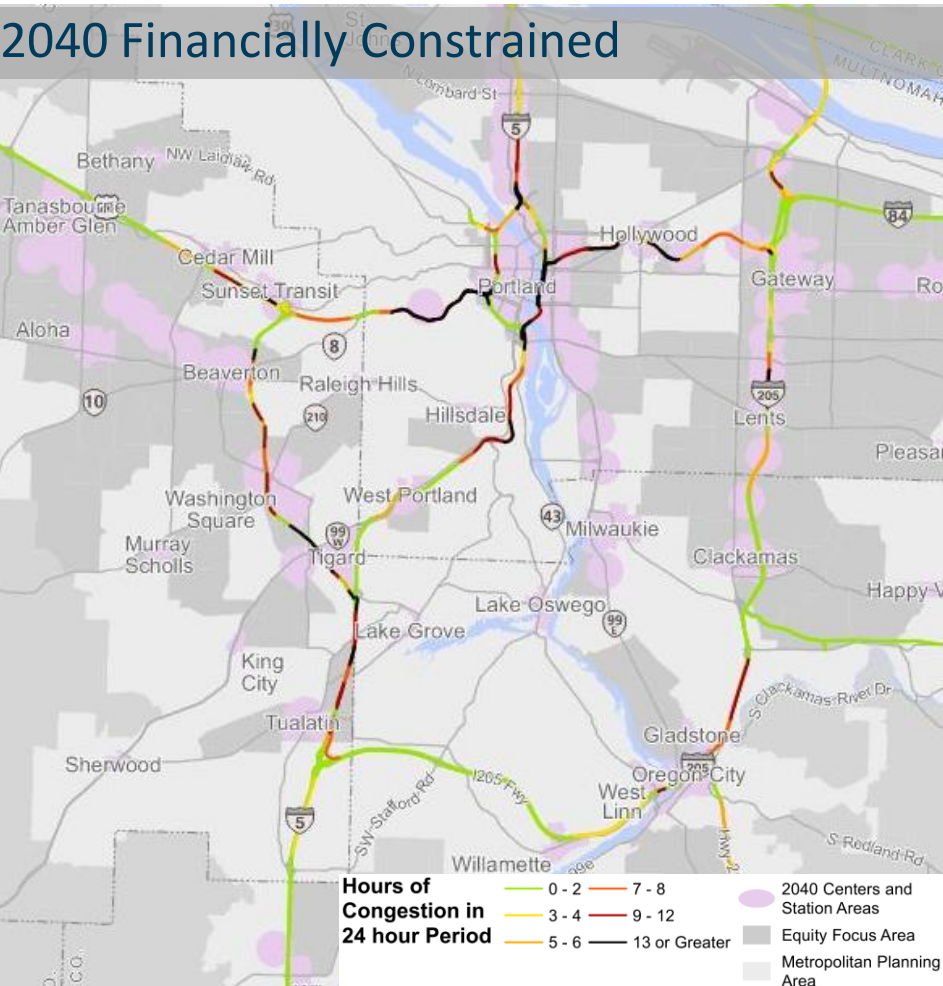
- Main Rail Lines
- Branch Rail Lines
- Main Roadway Routes
- Roadway Connectors
- Freight Routes Outside MPA Boundary
- Regional Intermodal Connectors
- Marine Facilities
- Rail Yards
- Metropolitan Planning Area



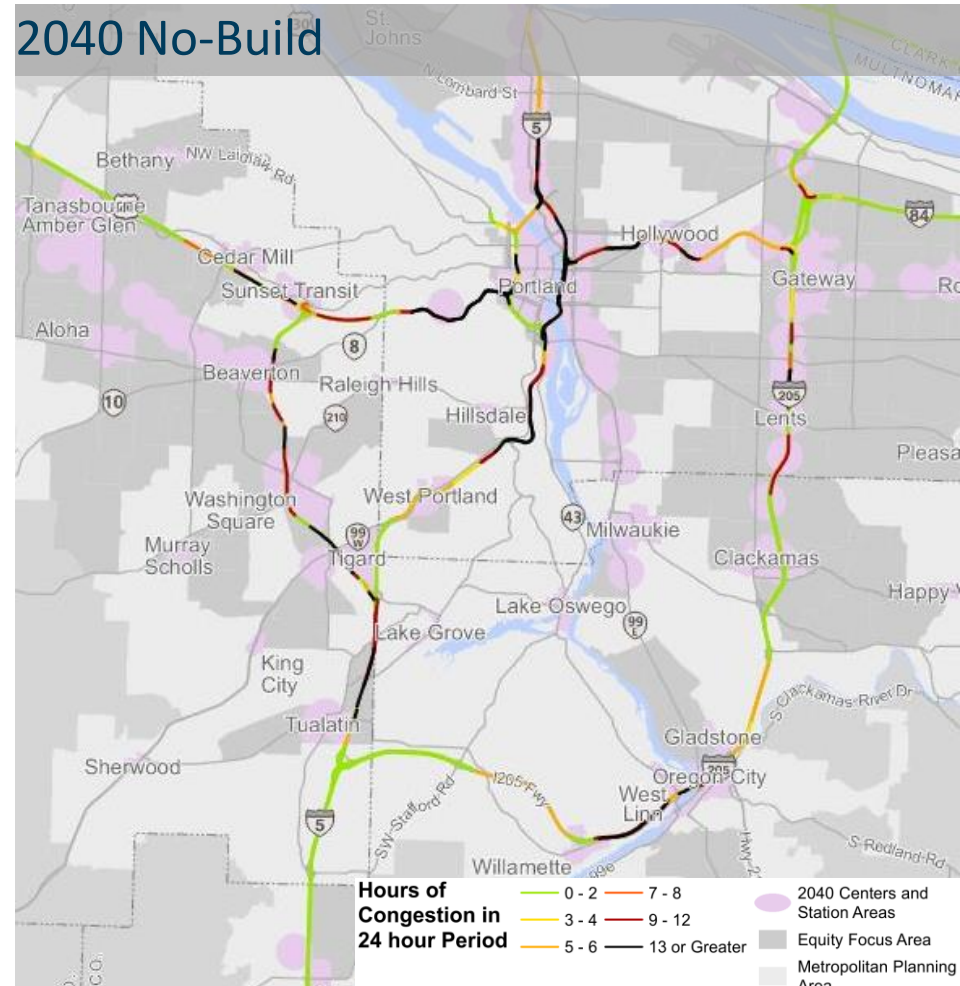
Dashed lines represent future plans and not specific alignments.
Bus route geometry is based on modeled networks and may not be geometrically accurate.

2040 Financially Constrained Versus 2040 No-Build for RTP Throughway HOC based on travel speed below 35 MPH

2040 Financially Constrained



2040 No-Build



Data Source: Metro Travel Demand Model Data from 2018 RTP