

DATE: Thursday, December 3, 2020
TIME: 1:30 – 3:00 p.m.
LOCATION: Microsoft Teams Meeting
[Click here to join the meeting](#)
Or call in (audio only): [+1 971-337-3439](tel:+19713373439), Phone Conference ID: 481 515 98#

-
- 1. Welcome and Introductions (5 min)**
 - * **2. MSITIP Opportunity Fund requests Action (10 min)**
Purpose: Consider MSTIP Opportunity Fund requests for Community Paths grants from Cornelius, Tualatin and Washington County
Presenter: Dyami Valentine, Washington County
Ryan Wells, City of Cornelius
Rich Mueller, City of Tualatin
 - ✓ **3. Regional Mobility Policy Update Information (35 min)**
Purpose: Provide an overview of information learned from case study examples and potential elements to be included in the updated policy
Presenter: Kim Ellis, Metro
Lidwien Rahman, ODOT
More Info: [Regional Mobility Policy Update website](#)
 - 4. Parks and Nature Bond Measure Information (30 min)**
Purpose: Provide an update on the work to refine Metro’s Parks & Nature bond funding for regional trails
Presenter: Robert Spurlock, Metro
More Info: [Parks and Nature Bond Measure website](#)
 - * **5. TPAC Agenda Information (5 min)**
The agenda and packet for TPAC can be accessed at:
<http://www.oregonmetro.gov/regional-leadership/metro-advisory-committees/transportation-policy-alternatives-committee>
 - 6. Other Business and Agency Updates Information (5 min)**

✓ Material included in packet
Material will be distributed at the meeting
* Material available electronically and/or in advance of the meeting

Upcoming Dates <u>WCCC Transportation Advisory Committee</u> 1:30 PM – 3:00 PM
Thursday, January 7
Thursday, February 4
Thursday, March 4
Thursday, April 1
Thursday, May 6
Thursday, June 3
Thursday, July 8
Thursday, August 5
Thursday, September 2
Thursday, September 30
Thursday, November 4
Thursday, December 2

Memo

Date: November 24, 2020

To: Washington County Coordinating Committee TAC

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

Subject: Metro/ODOT Regional Mobility Policy Update: Status Report

PURPOSE

This memo provides an update on the timeline and process for updating the regional mobility policy for the Portland metropolitan area.

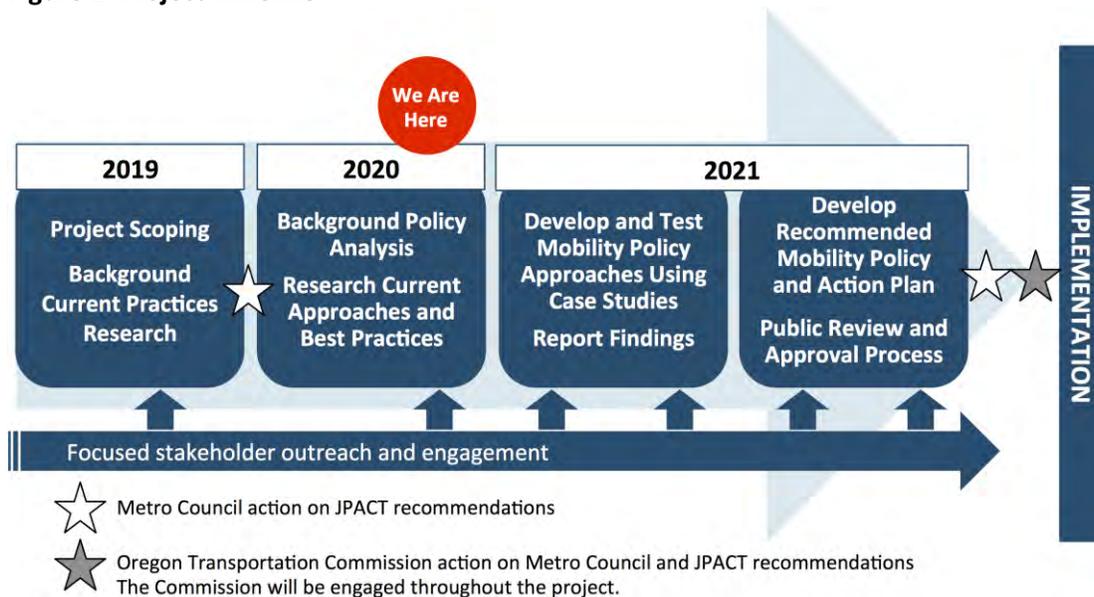
PROJECT BACKGROUND

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

The current 20-year old mobility policy is contained in both the [Regional Transportation Plan \(RTP\)](#) and Policy 1F (Highway Mobility Policy) of the [Oregon Highway Plan \(OHP\)](#). The policy has been used to evaluate current and future performance of the motor vehicle network, using the ratio of motor vehicle volume to motor vehicle capacity (also known as the v/c ratio) of a given roadway during peak travel periods.

The process to update the regional mobility policy began in 2019 and will continue through fall 2021, resulting in policy recommendations to the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Council and the Oregon Transportation Commission (OTC) as shown in **Figure 1**.

Figure 1. Project Timeline



JPACT and the Metro Council approved the project work plan and engagement plan for this effort in November and December 2019, respectively. **Attachment 1** contains the project purpose and objectives from the adopted work plan for reference. **Attachment 2** contains a background [factsheet about the project](#).

2020 ACTIVITIES AND PRODUCTS

Since January, several activities have been completed or are in progress that will serve as foundational resources that inform the project:

- **Consultant Selection Process.** From January to July, Metro and ODOT finalized an Intergovernmental Agreement (IGA) and completed the consultant selection process. Led by Kittelson and Associates, the selected consultant team also includes land use and transportation planners, engineers, attorneys and engagement specialists from several firms, including Fehr and Peers, Angelo Planning Group, Equitable Cities LLC, Bateman Seidel and JLA Public Involvement.
- **[Portland State University's Synthesis Research on Current Measures and Tools](#).** From late Fall 2019 to June 2020, the Transportation Research and Education Center (TREC)/Portland State University documented current mobility-related performance measures and methods being used in the Portland region, statewide and nationally. The report reviews the existing mobility policy and summarizes current practices in measuring multimodal mobility. Intended to serve as a starting point, key findings from this work include:
 - There is no single definition of mobility throughout the transportation industry. The definition of mobility and the types of measures, methods and thresholds chosen will have significant impacts on the outcomes.
 - A variety of measures and methods are available to consider that are already used locally, regionally and by ODOT; no single measure emerged that could clearly apply to all applications (e.g., system planning, plan amendments, development review, design and management/operations).
 - There is a need to consider measures that can show progress toward multiple RTP goals, including accessibility, system completeness, reliability and vehicle miles traveled.
 - Methods and thresholds should be well-documented and based on substantial evidence (e.g., academic/scientific research).
 - Existing data and tools cannot account for all the things we want to account for – particularly pedestrian travel and transportation demand management. The updated policy, measures and methods will drive future data collection and analysis tool development/refinement.
 - It is important that legal, planning, development review and engineering practitioners be engaged throughout the process and especially around how the policy gets implemented.
- **[ODOT Oregon Highway Plan Mobility Policy White Paper](#).** The Oregon Transportation Commission (OTC) will be updating the Oregon Transportation Plan and Oregon Highway Plan during the next couple of years and will conduct its own statewide stakeholder engagement process to inform those plan updates. This project provides an opportunity for coordination and for the region to help inform those efforts. In August, ODOT prepared a complementary white paper documenting the history and current use of the mobility policy statewide as well as considerations and potential approaches for updating the policy. The white paper includes a summary of stakeholder interviews. A factsheet summarizing [key findings from the white paper](#) is provided in **Attachment 3**.

- **Research on Examples of Current Approaches in the Portland Area.** From late May to mid-July 2020, the project team worked with individual cities and counties and county coordinating committees technical advisory committees (TACs) to identify “real life” examples of how the current mobility policy has been applied in the Portland region – in transportation system plans (TSPs), a corridor plan, several comprehensive plan amendments, local development review proposals with a transportation impact analysis and project design. The selected examples cover a range of state and regional transportation facilities (e.g., throughways¹ and state- and locally-owned arterials, including state and regional freight routes and enhanced transit corridors), 2040 land use contexts, geographies and availability of travel options. The research identifies strengths and weaknesses of the current v/c measure and policy to be addressed with the updated mobility policy for the Portland area. The findings are being documented in a technical memo and series of factsheets that will be published on the [project website](#) when available. The examples will provide a starting point for selecting 4 to 6 case studies to test potential measures and updated policy approaches next year.
- **Additional Research on State and Regional Policy Framework, Past Stakeholder Input on Mobility, Evaluation Criteria and Potential Policy Approaches.** In August, the project team started reviewing existing state and regional policy documents and past stakeholder input from the 2018 Regional Transportation Plan update, development of the Get Moving 2020 funding measure and the [Scoping Engagement Process](#) for this effort. This work will further inform and help guide potential policy approaches and measures to test next year. The project team also began developing an evaluation framework that includes draft screening criteria for selecting performance measures to test and draft evaluation criteria for evaluating the performance measures selected for testing through case studies. In November, an online survey was used to gather feedback from the Transportation Policy Alternatives Committee (TPAC) and Metro Technical Advisory Committee (MTAC) and interested parties about potential policy elements to include in the updated policy. The results of the survey are being summarized and will be shared at the Dec. TPAC/MTAC workshop.

NEXT STEPS

Attachment 4 provides a high-level schedule of tasks and engagement calendar for reference. Refinements to the engagement plan and a more detailed schedule are under development.

Anticipated next steps include:

- **Fall 2020** – Findings from the background research will be reported to TPAC and MTAC at two joint workshops scheduled for October 21 and December 16. The workshops will seek input on: (1) findings and considerations from the examples of current approaches, (2) what policy elements and desired outcomes should be included in an updated mobility policy, (3) how mobility performance measures should be selected for testing and (4) considerations and potential measures and approaches for updating the policy.
- **Winter 2021** – Policymakers and stakeholders identified in the [project engagement plan](#) will have opportunities to discuss the research findings and weigh-in on the definition of mobility, measures that should be considered and potential policy approaches and measures to test through case studies.
- **Winter to Spring 2021** – The project team will test potential measures and policy approaches through case studies and report findings.
- **Spring to Summer 2021** – The project team will work with policymakers and stakeholders to draft an updated mobility policy and implementation plan for further review and refinement.
- **Summer to Fall 2021** – Public review and refinement of draft updated mobility policy and implementation plan.

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

Final policy recommendations will go to JPACT, the Metro Council and the OTC for consideration. Pending recommendation by JPACT and the Metro Council and support from the OTC, the updated regional policy will be applied and incorporated in the next update to the Regional Transportation Plan, due in 2023. The OTC will be asked to consider adoption of the updated mobility policy for the Portland region, including amending Table 7 in Policy 1F (highway mobility policy) in the OHP. Additional refinements to the recommended mobility policy may be identified as it is applied during the 2023 RTP update and as the OTC considers adoption of the updated policy.

/attachments

1. Project Purpose and Objectives
2. Project Factsheet
3. ODOT Oregon Highway Plan Mobility Policy White Paper Key Findings Factsheet
4. Project Schedule of Tasks and Engagement Calendar



Metro/ODOT Regional Mobility Policy Update

Project purpose and objectives

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

July 24, 2020

Project purpose

The purpose of this project is to:

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

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

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

Project objectives

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

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

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

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

3. Provide a clear policy basis for management of and investment in the throughway¹ and arterial system to better manage growing motor vehicle congestion in the region in order to maintain interstate and statewide mobility on the throughway system while providing for intra-regional mobility and access by transit, freight and other modes of travel on the arterial roadway system and other modal networks.
4. Develop a holistic alternative mobility policy and associated measures, targets, and methods for the Portland region that focuses on system completeness for all modes and system and demand management activities to serve planned land uses. The updated policy will:
 - a. Clearly and transparently define and communicate mobility expectations for multiple modes, users and time periods, and provide clear targets for local, regional and state decision-making.
 - b. Provide mobility equitably and help eliminate disparities historically marginalized communities² face in meeting their travel needs.
 - c. Address all modes of transportation in the context of planned land uses.
 - d. Be innovative and advance state of the art practices related to measuring multimodal mobility.
 - e. Use transportation system and demand management to support meeting mobility needs.
 - f. Help decision-makers make decisions that advance multiple policy objectives.
 - g. Address the diverse mobility needs of both people and goods movement.
 - h. Balance mobility objectives with other adopted state, regional and community policy objectives, especially policy objectives for land use, affordable housing, safety, equity, climate change and economic prosperity.³
 - i. Distinguish between throughway and arterial performance and take into account both state and regional functional classifications for all modes and planned land uses.
 - j. Evaluate system completeness and facility performance for all modes to serve planned land uses as well as potential financial, environmental, greenhouse gas and community impacts of the policy, including impacts of the policy on traditionally underserved communities and public health.
 - k. Recognize that mobility into and through the Portland region affects both residents across the region and users across the state, from freight and economic perspectives, as well as access to health care, universities, entertainment and other destinations of regional and statewide importance.
 - l. Be financially achievable.
 - m. Be broadly understood and supported by federal, state, regional and local governments, practitioners and other stakeholders and decision-makers, including JPACT, the Metro Council and the Oregon Transportation Commission.
 - n. Be legally defensible for implementing jurisdictions.
 - o. Be applicable and useful at the system plan, mobility corridor and plan amendment scales.

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

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

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

Project requirements and considerations

The project will address these requirements and considerations:

1. Comply with federal, state and regional planning and public involvement requirements, including Oregon's Statewide Planning Goals, ORS 197.180, the process set forth in OHP Policy 1F3 and associated Operational Notice PB-02.
2. Consider implications for development review and project design.
3. Consider implications for the region's federally-mandated [congestion management process](#) and related performance-based planning and monitoring activities.
4. Coordinate with and support other relevant state and regional initiatives, including planned [updates to the Oregon Transportation Plan and Oregon Highway Plan](#), the ODOT Region 1 Congestion Bottleneck and Operations Study II (CBOS II), the [ODOT I-205 Tolling Project](#), the [ODOT I-5 Tolling Project](#), [Metro Regional Congestion Pricing Study](#), the Metro [Regional Transportation System Management and Operations \(TSMO\) Strategy](#) update and the [Metro jurisdictional transfer framework](#) effort.
5. Document data, tools and methodologies for measuring mobility.
6. Provide guidance to jurisdictions on how to balance multiple policy objectives and document adequacy, i.e. consistency with the RTP and OHP, in both transportation system plans (TSPs) and plan amendments, when there are multiple measures and targets in place.
7. Recommend considerations for future local, regional and state actions outside the scope of this project to implement the new policy and to reconcile differences between the new system plan and plan amendment measures and targets and those used in development review and project design.

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Regional mobility policy update

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

Project overview

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

What is the regional mobility policy?

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

Why update the policy now?

We are a region on the move – and a region that is rapidly growing. More than a million people need to get to work, school, doctor's appointments, shopping, parks and home again each day. With a half-million more people expected to live in the Portland area by 2040, it's vital to our future to have a variety of safe, affordable and reliable options for people to get where they need to go – whether they're driving, riding a bus or train, biking, walking or moving goods.



Key terms

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

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

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

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

The 2018 RTP identified the need to update the plan's 20-year old "interim" mobility policy so that it better aligns with the comprehensive set of shared regional values, goals and desired outcomes identified in the RTP and 2040 Growth Concept, as well as with local and state goals.

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

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

What are our expected outcomes?

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

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

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



* focus of this update

Planning for the future

Who: Metro, ODOT, cities, counties and consultants.

What: Evaluate traffic performance of roads and intersections given current and projected population and jobs.

When: Updates to transportation system plans (TSPs) and development of corridor or area plans, including concept plans, using thresholds defined in the RTP, OHP and local transportation plans.

Why: Diagnose the extent of vehicle congestion to identify deficiencies and projects to address them, and determine consistency of the RTP with the OHP for state-owned facilities.

Regulating plan amendments

Who: Cities, counties and consultants, in coordination with ODOT.

What: Evaluate the potential impacts of land use zoning changes on roads and intersections, including state-owned roads as required by the TPR during development review.

When: Amendments to land use zoning designations using thresholds defined in the OHP.

Why: Identify mitigation measures to address transportation impacts anticipated from a new or changed land use designation.

Mitigating development impacts

Who: Cities, counties and developers.

What: Collect fees based on the development of or use of land or identify needed transportation project(s) in-lieu of fees. Projects typically include expanding capacity to add new travel lanes, turn lanes and/or signals.

When: Development approval process using thresholds defined in local transportation plans and the OHP.

Why: Mitigate traffic impacts from new development.

Managing and designing roads

Who: Cities, counties, ODOT and consultants.

What: Calculate anticipated volume-to-capacity ratio of project area using thresholds defined in the 2012 Oregon Highway Design manual and criteria in ODOT's 2020 Blueprint for Urban Design for state-owned roads.

When: Operations and project design, including preliminary engineering.

What: Inform the design of roads and intersections, such as the number of travel lanes and turn lanes, and signal operations.

Potential new measures to be explored

The volume-to-capacity ratio has been the primary way to measure the region's mobility. Other ways to measure the health and success of the transportation system that will be explored, include:

- People and goods movement capacity and throughput
- Vehicle miles traveled
- Travel time and reliability (motor vehicles, including freight and transit)
- Transit service coverage and frequency
- Bike and pedestrian network completion
- Mode share
- Network connectivity
- Access to destinations by a variety of modes.

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

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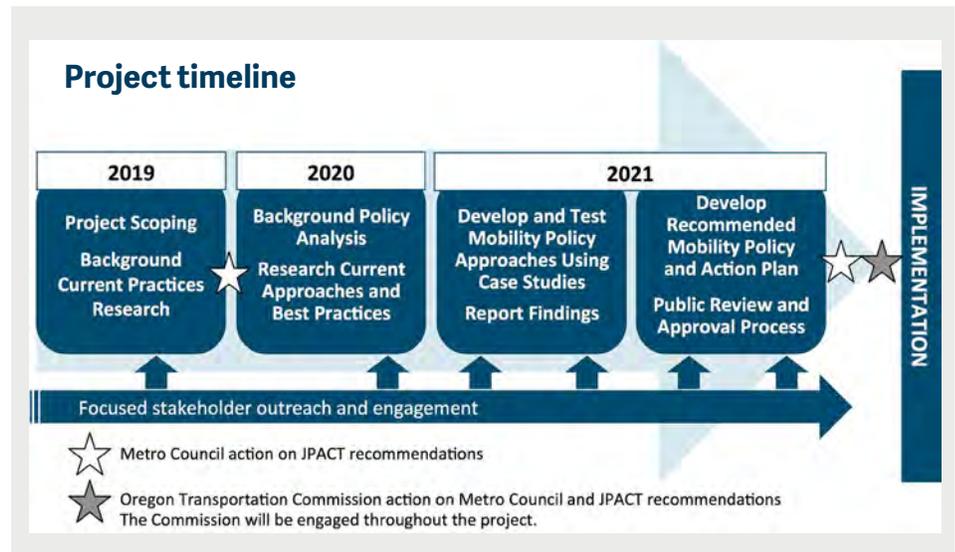
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Where are we now?

Metro and ODOT selected a consultant team to support the project. The Transportation Research and Education Center (TREC)/ Portland State University completed the [Regional Mobility Policy Background Report](#). The report reviews the existing mobility policy and summarizes best practices in measuring multimodal mobility. Currently, the project team is working with local partners to illustrate how the current mobility policy has been applied in the Portland region. ODOT completed a complementary [Oregon Highway Plan Mobility Policy white paper](#) documenting the history and current use of the mobility policy statewide.

The process to update the regional mobility policy started in 2019 and will continue through fall 2021.



Next steps

Fall 2020 - Winter 2021

Report on examples of current approaches

Identify and seek input on potential policy elements

Identify and apply criteria to select potential mobility measures to test

Winter - Spring 2021

Test measures with case studies and report findings

Spring - Summer 2021

Draft policy and implementation plan

Summer - Fall 2021

Public review and refinement

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

Engagement activities

- Metro Council and JPACT briefings
- Coordinating committees' briefings
- TPAC/MTAC workshops
- Community leader forums
- Policy maker forums
- Practitioner forums
- Public comment period

KEY FINDINGS BRIEF

OREGON HIGHWAY PLAN MOBILITY POLICY WHITE PAPER

OREGON DEPARTMENT OF TRANSPORTATION | AUGUST 2020



1 | OREGON'S MOBILITY POLICY

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

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

Over time ODOT has adapted the policy to make it more accommodating. Changes have includ-

ed clarifying that the measures are targets not standards, allowing for land use contexts where they do not apply, and providing a clearer path towards alternate targets when needed. However, it is likely that further clarity and flexibility will be needed in the future.

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

2 | CONSIDERATIONS FOR UPDATING THE POLICY



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

SATISFYING ALL APPLICATIONS

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

STAKEHOLDER FEEDBACK

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

transportation operations and safety, compact land use planning, and economic development.

BEST PRACTICES FROM OTHER STATES AND OTHER ODOT DOCUMENTS

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

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

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

3 | APPROACHES FOR UPDATING THE POLICY

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

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

below, the white paper includes potential approaches to updating the mobility performance measures.

POTENTIAL MOBILITY POLICY UPDATE OPTIONS

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



4 | NEXT STEPS

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

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

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

QUESTIONS FOR THE OTP/OHP ADVISORY COMMITTEES

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



REGIONAL MOBILITY POLICY UPDATE



ENGAGEMENT AND COMMUNICATIONS CALENDAR | 2020-21

Dates are subject to change; Detailed 2021 schedule to be developed in late 2020.

2020

Month	When	Who	What
January	1/10	TPAC	Introduce UPWP amendment (Res. No. 20-5062)
	1/16	JPACT	
February	2/7	TPAC	Recommendation to JPACT on UPWP amendment (Res. No. 20-5062)
	2/20	JPACT	Action on UPWP amendment (Res. No. 20-5062, by consent)
	2/27	Metro Council	
April	4/15	TPAC/MTAC workshop	Report back on PSU/TREC background research on mobility measures and methods used in Oregon and elsewhere
May to June	Various dates	County-level coordinating committee TACs and City of Portland staff	Seek “real life” examples that illustrate how the current policy is applied in the region
October	10/21	TPAC/MTAC workshop	Report on RTP policies, past engagement on defining mobility, accessibility, and reliability for all modes and examples of current policy and measurement approaches Discuss how mobility should be defined for the region and criteria for selecting potential mobility policy elements/measures to test
December	12/16	TPAC/MTAC workshop	Discuss and provide input on defining mobility, potential mobility policy elements/measures to test and evaluation criteria for selecting measures to test through case studies

2021

Month	What
January to March	Engage community leaders and other stakeholders to review and provide feedback on outcomes from TPAC and MTAC workshops in advance of policymaker briefing(s), including: practitioners’ panel/forum, community leaders’ forum and briefings to TransPort subcommittee of TPAC, county-level coordinating committee (technical and policy-level)
	Briefings to Metro Council, Oregon Transportation Commission, JPACT, R1ACT and MPAC to discuss stakeholder feedback and recommendations on potential mobility policy elements/measures to test through case studies
March to May	Conduct case study analysis
May to August	Report back and discuss findings from case study analysis to: <ul style="list-style-type: none"> Develop a recommended mobility policy (and measures) for the RTP and proposed amendments to Policy 1F of the Oregon Highway Plan (OHP) Develop local, regional and state action plan to implement recommended mobility policy Stakeholder engagement to include: TPAC/MTAC workshops, practitioners’/expert panel/forum, community leaders’ forum, policymaker forum, briefings to Metro Council, OTC, R1ACT, OMSC modeling subcommittee, county-level coordinating committees (technical and policy-level) and regional technical and policy committees, and participation in local and state planning conferences

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over

2021 (continued)

Month	What
September to November	Conduct public review, refinement and preliminary approval process, including: online public comment tool, public hearing(s) and briefings to Metro Council, OTC, R1ACT, county-level coordinating committees (technical and policy-level), city/county commissions and councils and regional technical and policy committees, and participation in local and state planning conferences
November to December	Initiate 2023 RTP update (scoping) Forward proposed amendments to Policy 1F of the Oregon Highway Plan (OHP) to the Oregon Transportation Commission for consideration