



REGIONAL MOBILITY POLICY UPDATE

Stakeholder Engagement Report

A summary of engagement activities conducted in Spring 2021 by Metro and the Oregon Department of Transportation (ODOT) in support of updating the mobility policy for the Portland region

June 2021

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Project website: www.oregonmetro.gov/mobility

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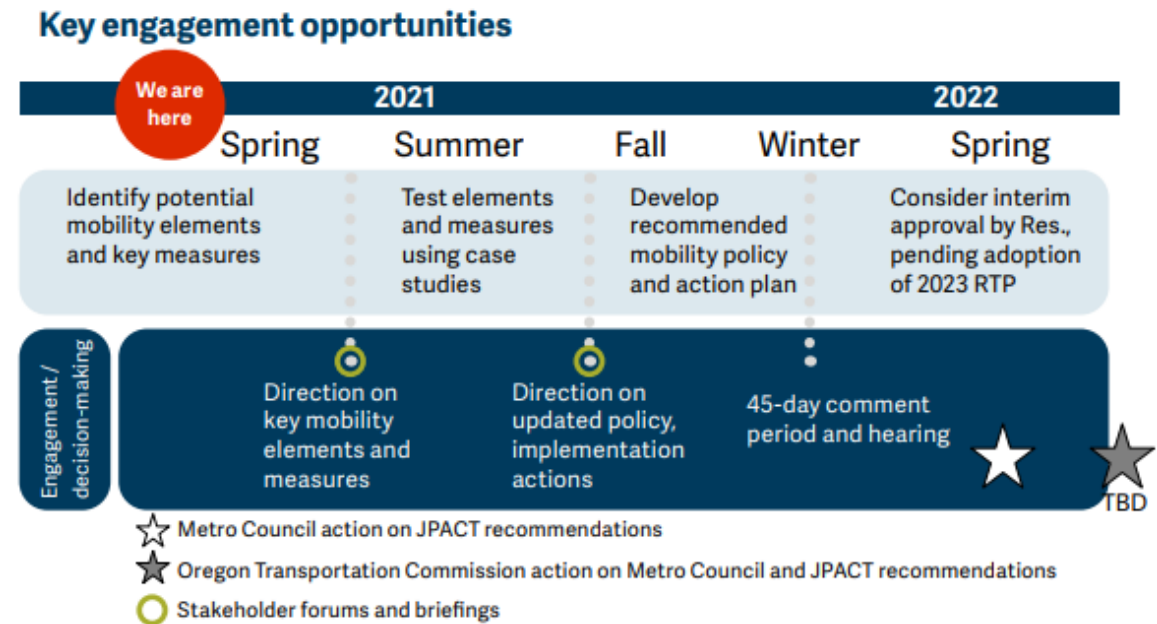
EXECUTIVE SUMMARY

Introduction

Metro and the Oregon Department of Transportation are working to update how mobility is defined and measured in greater Portland. The regional mobility policy update is focused on how mobility is defined and measured in the Regional Transportation Plan (RTP) and local transportation system plans (TSPs), and during local comprehensive plan amendment processes in the Portland area.

In spring 2021, the project team engaged policymakers, practitioners, community leaders and other stakeholders to help shape the proposed elements and measures to include in the updated policy. The draft policy elements and measures that were shared for feedback were informed by input from recent transportation planning efforts and the Regional Mobility Policy update scoping processes as well as feedback from two workshops with the Transportation Policy Alternatives Committee (TPAC) and Metro Technical Advisory Committee (MTAC) in 2020.

Regional mobility policy engagement timeline



Throughout May and June, the project team engaged stakeholders through online forums and committee meetings. The engagement activities included four online facilitated forums, including two forums for planning and engineering practitioners, a forum for goods and freight professionals, and a forum for community leaders. A total of about 130 people (not including the project team and facilitators) 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), the Joint Policy Advisory

Committee on Transportation (JPACT) and the Metro Council. All forums and meetings are listed in Appendix A.

Stakeholders provided feedback on the following potential regional mobility policy elements and measures:

Potential policy elements

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

Potential policy measures (narrowed from a list of 38 measures through a technical screening process)

- Multimodal Level of Service (MMLOS)
- Level of Traffic Stress (LTS)
- Pedestrian Crossing Index
- System Completeness
- Travel Speed
- Accessibility to Destinations
- Hours/Duration of Congestion
- Travel Time Reliability (Planning and Buffer Travel Time Indexes)
- Vehicle Miles Traveled per Capita
- Travel Time
- Volume-to-Capacity Ratio (V/C) for Roadway Links
- Volume-to-Capacity Ratio (V/C) at Intersections

Key themes from stakeholder input

There were several themes that emerged across multiple stakeholder groups, including:

Overall Policy

- Climate and equity need to be explicit in the updated mobility policy.
- Define mobility policy to be flexible and responsive to different contexts.

Policy Elements

- Concept of equitable mobility is missing. It is important to acknowledge our transportation system is inequitable due to past policy and investment decisions, particularly for BIPOC community members and other historically marginalized and underserved communities

- Improved accessibility and making it safe, easy and convenient for people and business to reach the goods, services and activities they need to thrive are important elements of mobility.
- Seamless connections between travel options are important to mobility.
- Well-connected, high quality networks for all modes are important to mobility.
- Many aspects of access are important to mobility:
 - Access to places
 - Access to travel options
 - Affordability is key to access
 - Amenities are important to access
- Efficient use of the existing transportation system is important to mobility. This policy should encourage best use of the right of way and the public's investment in the existing transportation system, such as using demand management and operations strategies to improve traffic flow and reduce drive alone trips.

Policy Measures

- Ensure measures are focused on people, not vehicles.
- Ensure all elements and modes are reflected across the measures.
- Avoid redundancy in the measures; combine measures when possible.
- Allow for different measures for different applications and contexts (land use and transportation functions), without being overly complex.
- Ensure legal nexus for system development charges and mitigation can be established.
- Top measures: access to destinations, travel time reliability and system completeness.

Next steps

Input from this engagement will be shared with regional decision-makers as they work together to recommend the mobility outcomes and potential measures to move forward to the next step in the process. Together, the technical screening process and stakeholder input will help shape staff's recommendation to JPACT and Metro Council on the key policy elements and measures to be further evaluated and tested through case studies.

In June, staff will report back on stakeholder feedback received on the elements and measures. In July, JPACT and the Metro Council will be asked to direct staff on the measures to be tested through case studies this summer.

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

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

STAKEHOLDER FORUMS

In April and May, Metro and ODOT hosted four forums to provide participants with an update on the Regional mobility policy update process receive input on potential policy elements and approaches to measuring mobility. Each of the forums was designed for a specific stakeholder group whose expertise and perspectives are important to shaping an updated mobility policy. A total of about 130 people (not including the project team and facilitators) participated in the forums. A fifth forum for housing and land development practitioners was planned and cancelled due to low enrollment. A couple of representatives from the development industry attended other forums. The project staff will reach out to housing and land developers along with other stakeholders again in fall 2021.

- Practitioners Forum 1 – 10:00 AM to 12:00 PM, April 21, 2021
- Freight and Goods Forum – 9:00 AM to 11:00 AM, April 23, 2021
- Practitioners Forum 2 – 9:00 AM to 11:00 AM, April 30, 2021
- Community Leaders Forum – 9:00 AM to 11:00 AM, May 14, 2021

All forums were held using the Zoom online meeting platform. The forum formats varied slightly from group to group. All forums included:

1. Introductions and Workshop Purpose
2. Regional Mobility Policy Update & Policy Elements Presentation (PowerPoints are included in Appendices).
3. Facilitated Small Group Breakouts: Policy Elements and policy measures.
4. Overall Reflections
5. Next Steps and Close

Stakeholder forums key themes

Across all of the forums, there were a number of key themes that were highlighted in multiple discussions.

- There are critical missing elements that need to be explicit in the policy, including: equity and climate action.
- The policy needs to be flexible to allow variance based on jurisdictional needs and codes.

- Avoid redundancy in the measures. Travel speed, travel time reliability, and travel time need to be explored with intention of finding ways to consolidate these measures and reduce complicating the policy.
- Access is a very important part of mobility and needs to consider how it can be applied for all modes and in all jurisdictions through the policy.
- Multimodal Level of Service (MMLOS) needs to take into account all modes of transportation.
- MMLOS is an outcome, that is difficult to measure.
- Freight relies on connectivity between freight modes not included in the policy, i.e., rail, air travel, marine ports, etc.

Practitioner forums summary

For the practitioner forums, participants were placed in groups based on their focus of work. This summary reports input organized by the focus areas. These practitioner groups included:

- Development review/current planning
- Plan amendments
- Transportation engineering
- Transportation modeling/operations
- Transportation system planning

Practitioner forum #1 summary

On April 21, 2021 Metro and ODOT met with practitioners from within the Portland area to discuss the Regional Mobility Policy elements and measures. Including project staff, a total of 76 people registered for the first practitioner forum, 50 of the participants identified themselves as city, county, or state agency employees, 11 identified as consultants or employees of a private agency, two identified as employees of a non-profit, and ten selected the option “other” to explain their affiliation. (See Appendix B for the registration list.)

Highlights from the polls, small group discussions, and large group discussions are summarized as follows. Discussion notes are included in the Appendix B.

Poll Question 1: Do these feel like the right elements for the updated policy?

The 51 participants in the first poll question were split between answering “yes” and “unsure.” A total of 26 answered “yes” and 23 answered “unsure.” Only two people that participated in the poll answered “no” to this question.

Practitioners forum #1 policy elements small group discussions

The groups were asked to discuss the different policy elements, specifically regarding whether they were the right elements to include in the policy and if anything were missing.

Development Review and Current Planning Discussion Summary

- It's important that there is consistency in the elements across jurisdictions.
- Climate action is missing from the policy elements.
- The definition of mobility needs to be responsive to the needs of different areas in the region.
- Developers have concerns about how much is required of them in terms of right-of-way (ROW).

Plan Amendments Discussion Summary

- Consider innovation and emerging technology and services in the elements.
- The elements will naturally hold different value depending on the community and individuals. This will impact the motivations of those making planning and investment decisions. Consider incentivization to help meet the goals of the policy.
- Efforts to advance racial equity and address the mobility needs of underserved communities needs to be explicit in the elements.
- Connect the policy and the reduction of greenhouse gases to help meet climate goals.
- Incorporate the need for equitable access to destinations.
- "Place" needs to be preserved. Protect destinations from potential negative community impacts of transportation investments.
- Ensure the needs of school-age youth and seniors are addressed in the policy.
- Prioritize the need for reducing vehicle trips and trip length.
- Consider including growth in the policy.

Transportation Engineering Discussion Summary

- It's important to consider how the policy is applied to allow necessary flexibility to accomplish the goals of the region.
- Has ODOT successfully used their suite of measures in transportation system plans (TSPs)?
- Consider working with a consultant team to dig through the issues of the policy.
- Seek examples of other cities that have successfully implemented mobility policies.

Transportation Modeling and Operations Discussion Summary

- Consider affordability in terms of choice of transportation mode and how limited options impact mobility.
 - Affordability may be a part of the "access" element.
- Investing in reliability is cheaper than investing in efficiency and more proactive than investing in volume-to-capacity (v/c).
- Freight lacks flexibility in terms of mode options.

- Is equity an umbrella policy or is there a distinct equity category in the measures?
- How is environmental equity considered in the policy?
- Access and reliability are key elements.
- Consider how a person could find the bus a more rewarding way to travel and capitalize on why a user would choose the bus over another mode of transportation.

Transportation Planning Discussion Summary

- Ensure the policy is responsive to how various demographics use the transportation system – race, income, disability, age, gender identity, etc.
 - People with disabilities and seniors have unique issues traveling on certain types of public transit.
- Equity needs to be explicitly defined in the elements or included as a separate category.
- It's important to consider ways to reduce carbon emissions through the elements of the policy. Include carbon emission reduction as a separate element.
 - There is a need to be responsive to the community in terms of their vocal desire for climate action.
- Access needs to be explicitly called out in the policy.
 - Access is not equivalent to accessibility.
 - Mobility is inherently defined by access to destinations and options for travel.
 - “Need” is subjective in terms of access to destinations.
 - Mobility needs vary by person based on demographics. The mobility needs of a young person are different than the mobility needs of a senior. In addition, the current transportation system is inequitable – for some people, driving a vehicle is their only viable option.
 - Access is specifically about access to the system, not about access to destinations. Prioritize network/system quality and connection.
 - Consider access in terms of jobs and housing.
 - How does remote work impact need for access to destinations?
- Consider how land use impacts the purpose of a facility and its connection to equity.
- Consider including an element that addresses system efficiency.
 - Replace “time efficiency” with “system efficiency” with an intentional focus on spatial considerations and efficient use of the public’s investment in the transportation system.
- Reliability is a critical component of mobility. People and goods need to travel with confidence in the time it takes to get from their location to their destination day-to-day.
- The mobility policy needs to consider ALL modes.
- Consider how to move travel away from peak hours to improve mobility.

- It's important to consider that future mobility may be focused more on delivery of goods to where people are.
- Integrate the desire for personal mobility and freedom to travel without excessive interference into the policy.
- Revise the definition of mobility to make it more applicable to how practitioners use the term.
- The policy needs to consider how people and goods will be moved as innovation is implemented into the transportation system. This includes non-traditional modes of delivery.
 - Build the policy in a way that can inspire how other cities develop and integrate climate and mobility policy.
- Consider ways to incorporate economic drivers into the policy without impacts to the accessibility of travel options throughout the region.
- Prioritize mobility options that are less expensive than owning a personal vehicle. This will have an economic benefit.

Practitioners forum #1 policy measures small group discussions

Development Review and Current Planning Discussion Summary

Multimodal Level of Service (MMLOS)

- This measure has the potential to help justify why mitigation is required.
- How will the dichotomy between pedestrian density/infrastructure quality and pedestrian safety and comfort be addressed?

Group members were asked that outcomes they would like to see as a result of the update. Responses are summarized below:

- The system will better support bike and pedestrian users.
- Explore how to use the policy to help guide where development takes place.
 - Public transit and other transportation amenities should be able to be purchased by developers for their properties.
- Measures need to have the flexibility to be applied at different scales across the region.

Plan Amendments Discussion Summary

Multimodal Level of Service (MMLOS)

- It's important to allow flexibility in how modes are measured, e.g., crowded sidewalks are not as much of an issue.
- Determine a method for collecting and measuring person-trip data.
- Include all modes in the MMLOS measurements.

- Consider methods for reconciling what is needed to address flexibility and labor needed to accomplish flexibility.
- Incorporate the comfort and appeal of travel in the system.

System Completeness

- A data collection method is needed to accomplish this measure.
- There are links to system development charges (SDCs) and development fees.
- Areas with vulnerable populations often lack the facilities to support new housing development. This has the potential to create a bias against these investments.

Access to Destinations

- This measurement can assist in revealing equity issues related to mobility.
- Access to destinations is inherently connected to land use. How can this be used to encourage and support the development of “20-minute-neighborhoods?”
- This measure can benefit land use when applied to plan amendments.
- Prioritize access for communities that have historically lacked access to important destinations.
- Land use needs to consider the houseless/homeless population and the changing nature of where they locate themselves.
- Time-of-day is an important element to consider for accessibility.
- Consider prioritizing existing mobility access issues rather than trying to forecast and plan/forecast future issues.
- Safety needs to be incorporated into this measure.

Vehicle Miles Traveled (VMT) per capita

- Use this measure to determine whether the system is improving.
- VMT can help demonstrate the overall impact/efficiency of the system and efficient land use – if destinations are closer together then trip lengths and the need for auto travel for daily trips is reduced.
- Consider using this measure as a proxy for climate and greenhouse gas emissions.
 - Ensure electric vehicles are included in this metric.

Transportation Engineering Discussion Summary

Level of Traffic Stress (LTS)

- How would this be applied in development review?

System Completeness

- Consider the various needs of different jurisdictions when applying this measure – some areas in the region have limited travel options available.

- It will be important to determine and factor in where trips are coming from and how to define those trips.
- This measure may be better defined as accessibility for desired modes, i.e., sidewalk completion, bike facilities, etc. in the nearby transportation system.
- Does “completeness” include vehicular capacity expansion?
- Will each mode be considered separately?
- This has the potential to be difficult to evaluate considering the various jurisdictions and plans that could govern what “completeness” means.

Travel Speed

- This seems ambiguous. Consider taking this from a mobility perspective, but not from a safety perspective.

Hours/Duration of Congestion

- Is this similar to Travel Time Reliability?

Volume to Capacity (V/C) at Intersections

- V/C is commonly limited by intersections.

Other key points that arose during the transportation engineering conversation include:

- Local TSPs may be outdated and therefore not responsive to the measures being considered for the updated policy.
- Most of the measures included have not been considered at a local level.
- There are existing difficulties for developers related to offsite improvements.
- Consider combining Travel Time and Travel Time Reliability into one measure. It doesn't seem like there is a need for both measures.
- Is there a critical need for V/C roadway links vs. V/C at intersections when evaluating a system?
- All the measures seem right, but it may be difficult to apply them.

Transportation Modeling and Operations Discussion Summary

Multimodal Level of Service (MMLOS)

- MMLOS needs to consider all modes and serve system completeness.

System Completeness

- Can this measure be used to identify future capital projects?
- System completeness seems more like an outcome or goal, rather than a measure.
- This measure does not adequately help inform assessment and prioritization of needs.

Access to Destinations

- Diverse land uses support access in a multimodal system.
- Consider including an access to opportunity index.

Travel Time Reliability

- Reliable has the potential for meaning “reliably bad.”

Travel Time

- Prioritize reliability of transportation over speed.
- If travel time is included as a measure, it needs to include language about safety.

Other key points that arose during the group’s conversation include:

- What measures were screened out during Phase 1?
- What hours have the most congestion?
- Make equity an encompassing component of the policy to help inform and implement equitable investments.
- Consult Vision Zero on how to improve safety in the policy.
- There is a lot of redundancy in the policy elements.
- Equity needs to be prioritized in both projects and investments.
- The policy would benefit from a public health perspective.

Transportation Planning Discussion Summary

Multimodal Level of Service (MMLOS)

- MMLOS needs to explicitly consider all modes of transportation and types of travel.
 - Pedestrian mobility needs to be prioritized, however, streetscape and MMLOS should not be conflated.
- MMLOS is an outcome while the other measures are quantifiable and used to reach the goal of MMLOS.
- How does this measure connect to ODOT? Provide more clarity in this definition.
- Consider a variety of options for guiding the calculation method for MMLOS.
 - Transportation Review Board and the National Association of City Transportation Officials
 - I-5 Value Pricing/Tolling Project
 - Level of Traffic Sense (LTS)
- Consider how emerging technology and innovation may impact pedestrian mobility.
- Inform the measure based on the level of comfort for each mode.

- Basing the measurements on the number of people using a mode will tip the scale towards an auto-centric system.
- The need for access to destinations is subjective.
- Define what is being measured.
- Ensure the MMLOS measure is not too focused on single-occupancy vehicles (SOV).
- The MMLOS measurement seems more effective for the local street systems and seems ineffective at addressing the issues impacting freeways.
 - The freeway system often impacts transportation in local communities.
- Consider how parking and right-of-way (ROW) are connected to the MMLOS.

Level of Traffic Stress (LTS)

- This measure will be helpful in creating a complete network.
- It's important to ensure the LTS measure considers safety.
- Provide examples of jurisdictions that have used legal defensibility.
- Bike and pedestrian infrastructure needs to be developed in a way that incentivizes use.
- It's crucial to include bike and pedestrian in LTS measurements.
- How will emerging technologies and innovation being included in LTS measurements?
- The ODOT Analysis Procedures Manual provides considerations for the context in which facilities are located.
- This measure shifts the metrics towards prioritizing people over vehicles.
- The results of this measure are easily presented on a map.

Access to Destinations

- Track the safety of transportation to and from schools and daycares including after hours of operation.
 - Consider the link between childcare and improving the economy.
- Include how newer technology is impacting access, i.e., bike share, electric scooters, etc.
- It's important to link the distribution networks and our local transportation system.
- Consider how destinations and need for access to destinations changes over time.
 - Access is linked to efficiency.

Vehicle Miles Traveled (VMT)

- Determine how to use this measure both at a local and system-wide level.
- VMT does not have an effective way to capture bike and pedestrian travel.
- It's important to ensure this measure accounts for the entire region and is not just applied at a local level.

- Addressing VMT is critical to climate action.
- Plan a transportation system that reduces the need for people to travel using single-occupancy vehicles (SOV).
- This measure is critical and needs to be included in the policy.

Travel Time

- Time is an important component for all transportation modes.
- Consider the connection between travel time and reliability.
- There is an inherent connection between land use and travel time.
- Travel time metrics need to be applied to public transit.
- Speed of travel can be difficult to address because of how it relates to safety.
- Capture the disparity of travel time between modes as it relates to speed.
- Throughput is a critical component of travel time.
- Seek ways to make transit a competitive option.
- Consider the inevitable shift of need for accessibility to different locations. Allow jurisdictions to develop local plans that address travel time in ways specific to their needs.

Volume to Capacity (V/C) for Roadway Links

- V/C is not enough to measure mobility without using other metrics.

Participants in this group discussed which measures they felt could be removed or need to be modified. These measures and reasoning are summarized as follows:

- Travel Speed – this has the potential to encourage higher speed of travel on the road.
- Travel Time – reliability is more important. Time and volume to capacity (v/c) are becoming more obsolete.
 - Another member responded: *Travel time is a key measure because users expect the transportation system to support regional travel and remove barriers to travelling throughout the region.*

Poll Question 2: What are your top three measures from the list we covered?

Participants were asked to select the top three measures they would like included in the Regional Mobility Policy. There were 45 people that participated in the second poll question, 25 selected Travel Time Reliability, 22 selected Access to Destinations, and 19 selected Complete Streets. All other measures received less than 15 votes.

Freight and goods forum summary

On April 23, 2021 Metro and ODOT met with representatives of the freight and goods industry within the Portland area to discuss the Regional Mobility Policy elements and measures. Including project staff, a total of 31 people registered for the freights and goods forum. (See Appendix B for the registration list.)

Participants at this meeting were broken into two groups and did not have a specific area of interest or specialty guiding their discussion. The summaries of the small group discussions have been combined. Highlights from the discussions are summarized as follows. Discussion notes are included in the Appendix B.

Freight and goods policy Elements Small Group Discussions

The freight groups provided very detailed comments.

- How will other modes of transportation be incorporated into the policy? i.e., air travel, rail, etc.
- Reliability is highly important for serving intermodal and freight needs.
- Consider the impacts that extend beyond the freight corridor but are directly impacted by the ability for freight to move efficiently, specifically e-commerce.
- It's important to include climate and air quality language and direction in the policy.
 - Residential areas may be impacted by increased emissions due to e-commerce.
- Small businesses cannot always pay for the technology upgrades that would reduce climate impact.
- Corporations in the region can influence and force practices to change and have impacts on the regional systems.
- Construction has a significant impact on freight access.
- The list is missing key components like equity, safety, public health, environment, and community vibrancy.
- Reduced vehicle capacity will have a negative impact on freight.
- Freight needs wider highways and freeways to support freight mobility.
- Travel time and efficiency are key components of improving freight mobility.
- Available parking is critical for deliveries.
- Freight needs easy connections to and from the freeway.
- Truck drivers need designated parking for them to rest.
- Capacity planning needs to prioritize efficiency for freight.
- Lack of space for trucks creates safety issues.
- Create a freight-only lane on freeways.

- The policy needs to reflect the complex nature of the freight industry. Modify the language to ensure the nuance is captured.
- Freight isn't singular, there is a diverse and varied nature to the industry.
- Accessibility is needed for freight. Trucks need access to all types of roads.
- Time of day is dependent of freight customers.
- Mixed-use centers need to consider access for delivery trucks.

Freight and goods policy measures small group discussions

Level of Traffic Stress (LTS)

- Consider the stress impact for trucks that share lanes with bikes.
- Consider performing a technical analysis of freight LTS.
- LTS could be reduced by mandates that incentivize businesses implementing electric vehicle chargers and electric vehicle carshare parking.
- This has different implications for freight, especially in terms of safety for the driver, vehicle, and other street users.

System Completeness

- Improve the definition by clarifying what “planned facilities” are.

Access to Destinations

- The Gateway district can serve as an example of the ideal accessibility for freight parking and access to destinations.
- Daily access needs vary from user to user. The policy needs to be responsive to those variations.
- Access is crucial for all road users, especially businesses, employers, and employees.
- Tracking access to destinations will mean different things to different people.

Travel Time Reliability

- It's important to consider freight travel hours.
- Consider locating origin facilities in neighborhoods based on zip code to improve predictability. Smaller distribution centers could increase efficiency.
- Consider linking access to destinations and access to origins for freight.
- If a system is unreliable, there may be a need to split loads into two trucks to deal with the variable travel times.
- Unpredictability on arterials and highways in more localized areas is important to consider.

Participants provided feedback that did not fall within the potential elements, summarized below.

- It's important to consider what innovation in the freight industry will require, i.e., power stations, capital investments, long-term planning investments, etc.

Practitioners forum #2 summary

Including project staff, a total of 69 people registered for the second practitioner forum, 45 of the participants identified themselves as city, county, or state agency employees, 10 identified as consultants or employees of a private agency, three identified as employees of a non-profit, two identified as employees of a federal agency, one identified as an employee of a transit agency, and eight selected the option "other" to explain their affiliation.

Practitioners forum #2 policy elements small group discussions

Development Review and Current Planning Discussion Summary

- Provide context of how we got to these policy elements is necessary.
- The volume to capacity ratio is calculated differently at the regional and local levels due to differences in the analysis tools being used. The regional level analysis uses the regional travel demand model while the analysis conducted for development review uses finer-grained analysis tools. Consider differentiating standards as they are calculated differently.
- There is a disconnect between long-range planning and how it get is implemented through transportation system and development plans.
- How are the elements applied at a local level?
- Travel options need to be applied using an equity lens.
- Connect the elements to other policy areas, specifically land use and housing. Each jurisdiction has different ways of applying the policy areas.
- Equity needs to be a critical component of the policy elements and implementation of the updated policy.
- Climate needs to be included as a policy element.
- Identify parts of the policy that jurisdictions can adopt into their code.

Plan Amendments Discussion Summary

- There is interest in determining how the technical aspects of this project will impact master planning, comprehensive planning, comprehensive planning, and urban growth boundary (UGB) planning going forward.
- How will the new criteria and definitions for mobility be applied to areas with expected growth?

- It's important to include considerations for safety and access, including access to goods to support businesses and restaurants.
- Include an overarching equity lens to address the issues related to access to travel options.
- Do not prioritize vehicles when developing transportation system designs.
- Address the issues of forced tradeoffs when developing transportation project, i.e., reduced travel time vs. safety improvements.
- The Home Builders Association (HBA) categorizes based on housing product.
- The definition of mobility needs to be more holistic and consider how and where vehicle mobility has higher importance in the balance of investment.

Transportation Engineering Discussion Summary

- Reliability is important for transportation system plans (TSPs) to incentivize use of other modes and improve safety.
- Measures need to include accessibility and network completion for all modes.
- It's important that the elements are simple and easily applied.
- Consider adding "travel options" as an element of the policy.

Transportation System Planning Discussion Summary

- It's important to consider how access is necessary for creating land use diversity.
- These elements need to take into account the context, including geography, location, and time-based traffic.
- Clarify whether there is a hierarchal framework for the different policy elements.
- Reliability is the most important element, but efficiency is critically linked, otherwise reliability can mean "reliably bad."
- Freight stakeholders have a vested interest in transportation system planning because of the inherent link to reliability and delivery of goods.
- The policy lacks an explicit reference to how mobility directly impacts livability and quality of life in neighborhoods.
- When thinking about how new elements apply to the mobility policy, V/C measure should still be included in the mix.
- Climate is not included enough, considering the impact that our transportation system has on it.
- This policy allows us to bring in the multimodal perspectives to mobility, which can help us find a good balance and better understand impacts.
- If travel options are provided, they must be viable, safe, and feasible.

- In understanding the practical applications of the measures, we want to address existing deficiencies in a manner that reduces existing disparities and inequities in the system.

Poll Question 1: Do these feel like the right elements for the updated policy?

A majority (20) of those that participated in the poll answered “yes,” and 11 answered “unsure.” Only one person answered “no.”

Practitioners forum #2 policy measures small group discussions

Development Review and Current Planning Discussion Summary

Access to Destinations

- There needs to be an equitable approach to all areas of the city, including suburbs.
- This is a good measure that gets to the crux of what we want to do, but we still need to figure out how to do it.
- It is important to determine what “essential destinations” are and whether that will change over time.
- If we identify climate and equity clearly in the policy it removes an ambiguity that grants the ability to avoid things we really want to achieve.

Pedestrian Crossing Index

- We need to define enhanced crossing based on the type of road.
- Just looking at distance creates too narrow of a focus, may be better to include quality, connectivity, ADA, etc.

Travel Time

- Travel time needs to consider all modes, not just freight or vehicle travel.
- Consider the financial impacts of time for individuals using transit, biking, or walking.
- Suburban areas need to receive more TriMet funding to reduce travel time for transit users and increase transit ridership.

Plan Amendments Discussion Summary

Comments submitted via this group were not identified by measure and were discussed in an overarching manner.

Level of Traffic Stress (LTS)

- Mixed-use developments benefit from access to parks and ability to walk to destinations.

Pedestrian Crossing Index

- This is an important component of the policy for improving safety.

System Completeness

- This is a fundamental and critical measure in creating a multimodal system.
- Focus measures on system completeness and modal options.

Access to Destinations

- Access to destinations is highly important to the Homebuilders Association (HBA) because it directly impacts where people choose to live.

Other comments submitted by the group include:

- It's important to consider how these measures vary.
- In order to have successful testing there should be no more than 12 measurements with the goal of a total of three to four metrics when the policy update is finalized.
- Freeway enhancements are inherently and historically focused on vehicle-focused enhancements.
- Volume to capacity (v/c) is not a useful measure in dense areas like downtown because congestion is expected. It's important to be able to apply different measures depending on the context of the area.
- Clarify and refine the definition of "accessibility" as it relates to localized areas vs. the region or city.
- V/c can be met by making collaborative decisions between land use and transportation.
- The v/c measure is important for system planning by creating links.

Transportation Engineering Discussion Summary

Multimodal Level of Service (MMLOS)

- While a very effective measure, the metrics for collecting MMLOS data are difficult to develop and have shared agreement around.
- Consider the standards for pedestrian crossings included in the vehicle miles traveled (VMT) per capita.

Other comments submitted by the group include:

- Travel Time and Travel Speed seem redundant and the importance of each may vary depending on whether it is being applied in an urban, suburban, or rural area.
- The policy could benefit from a measure for tracking public transit efficiency.

Transportation System Planning Discussion Summary

System Completeness

- This is directly related to livability. There needs to be intentional action to address deficits across the region.

Travel Speed

- Clarify whether this is intended to create faster speed limits, or whether it's about connectivity and reliability.

Access to Destinations

- The tools used for this are usually a travel demand model and may not accurately measure all modes of transportation. Clarify the definition to make it more useful for jurisdictions.
- Provide mobility that enables access to the community.
- Develop a standard for assessing this data.
- Measuring access to destinations requires both the travel demand model and GIS.
- People need consistent access to destinations.

Hours of Congestion/Duration of Congestion

- Bikes, pedestrians, and transit users do not experience the same congestion as those using vehicles.
- It's important that congestion isn't too difficult to calculate.
- Right-of-way is critical for addressing congestion. Reduce lengthy signals.

Travel Time Reliability

- Reliability is more important than the duration of congestion or travel time.

Vehicle Miles Traveled (VMT) Per Capita

- Urban, suburban, and rural areas experience congestion vs. VMT in different ways. It's important to take this into consideration to ensure the policy is responsive and accurate.
- VMT provides a more transparent and flexible way to measure pollution and how much and how far people are driving.

Participants in the Transportation System Planning small groups contributed feedback that was outside the potential measures, summarized as follows:

- The policy lacks definitive language about safety.
- Consider including a metric that measures vulnerability.
- Past transportation investments have contributed to the barriers to mobility.
- Prioritize investments and improvements that make the system more equitable, specifically for historically underserved communities.
- Safety for pedestrians needs to be a top consideration when developing the policy in order to reduce fatalities for those not protected by a vehicle.

- Coordinate planning with the Statewide Transportation System Plan (STIP) to address safety and equity issues.
- It's important to make the measures more human-centric.
- Highlight mode-split in the measures.
 - It's important to consider the pros and cons of mode-split before making decisions.

Poll Question 2: What are your top three measures from the list we covered?

Participants were asked to select the top three measures they would like included in the Regional Mobility Policy. There were 28 people that participated in the second poll question, 23 selected Access to Destinations, 17 selected Travel Time, and 16 selected Complete Streets. All other measures received 15 or less votes

Community leaders forum summary

Forum overview

On May 14, 2021, Metro hosted an online transportation forum for community leaders. Ten community leaders participated representing traditionally under-represented communities and environmental and multimodal interests. (See Appendix B for the registration list.) The forum included updates on several transportation policy and investment efforts underway at Metro:

- Investments in urban arterials presented by Councilor Gonzalez
- Regional congestion pricing study presented by project staff
- Regional mobility policy update presented by project staff

Project staff solicited feedback on potential mobility policy elements and measures through facilitated small group discussions. See Appendix B for the forum agenda and Regional mobility policy presentation. The results of the mobility policy related discussions are summarized in this document. Participants discussed the following questions.

- Do you have questions about the mobility policy elements or measures? Anything need clarification?
- Are these the most important elements to include in the updated mobility policy? Anything missing?
- Which elements are most important in these different contexts – centers, urban travel corridors, industrial areas and throughways?
- Do any of the measures stand out as being especially important to measuring mobility? Anything missing?

Key themes from community leader input

- The policy needs to be multimodal.
- Climate needs to be explicit in the updated mobility policy
- System connectivity/continuity needs to be considered; especially in suburban areas and between modes.
- Mobility should support the places and communities that we want to see by creating the conditions for desired land uses.
- Consider the impacts of transportation on the whole community.
- Climate and equity needs to be explicit in the updated mobility policy.

Summary of discussions

Policy elements

The comments are organized below by the element that was the primary focus of the comment/discussion. Many of the comments touched on multiple elements.

Time efficiency

- People in Washington County are traveling greater distances compared to people traveling in the City of Portland, so efficiency here seems like a tricky measure.
- Time efficiency in multi-modal transportation (transit, micro-mobility, bike, walking) matters for encouraging their use. They need to be viable.
- We tend to prioritize vehicle efficiency and movement, but there isn't the same for pedestrian movement, active transportation.

Safety

- Are there tradeoffs between safety and other outcomes/elements? What is the acceptable level of risk? Are we talking about fatalities and injuries or property damage?

Reliability

- Suburban and rural trips – transit needs to be reliable/frequent to achieve climate goals. One person on an hourly bus doesn't help.

Missing elements

In addition to providing input to refine the draft elements, community leaders highlighted ideas they felt were missing from the elements.

- Appreciate this work but it is still anchored in the status quo. This is an opportunity to reframe how we talk about transportation and its impact on the whole community.
- Transportation conversations tend to focus on users. The impacts of the transportation system and how it is used affects everyone (social impact). Transportation should benefit the community and state (not just the individual user). The single-occupancy vehicle trip is the “most anti-social choice.” Need a hierarchy that prioritizes the most “pro-social” modes.

- Affordability is missing as an element. Cars may be more time efficient, but how do they impact people's budgets?

Climate

- Climate impacts seem to be missing.
- Need to consider unintended consequences of improving reliability. There could be unintended climate impacts-need to find a balance.

Land use

- Missing place-making as an element. Mobility policy should support communities/places.
- Land use context matters. Housing and businesses.
- Current vs. desired future land uses. This policy needs to contribute to the conditions for the desired future.
- It is important to remember people live along urban arterials; we are really talking about people's homes. There are a lot of mixed income residential communities living along these arterials.
- We need to address safety, but not only in the context of traffic violence. Recognize all that concrete means greater impacts to heat island; impervious cover related to rainwater; also noting the disparities people who live along the corridors and how their safety related to having cleaner air, open space, impacts of extreme weather, how that affects their safety and health.

Connections

- There isn't as much continuity when you travel by any other mode aside from a vehicle. There's a lack of sidewalk continuity so a person walking needs to zigzag; when riding transit people have to do a lot of trip chaining and transferring to get where you need to go
- First-and-last mile is so critical to the success of travel options and make it viable; the MAX is a spine; considering this as a connectivity issue; also look at connectivity not to the urban centers.
- What about a suburban context with poor connectivity? It seems missing.
- What about collectors in suburban areas? A lot of traffic diverts off of arterials to collectors. This matters for SRTS, access to parks, etc.
- Not sure why some elements would be more important in some contexts and not others. All the elements seem important in all the contexts.

Measures

- Travel speed seems more car related. Time related measures need to be specific to different modes; we don't want to set the bar relative to vehicles
- As more people use different modes, more amenities (such as a safe place to park a bike, nicer transit stops with shelter and lights) are needed. How do the amenities play into the people's use of multiple modes? Don't just focus on the park and ride; take the

barriers away like the questions of “where do I park my bike, charge my vehicle, etc.” to be able to make that trip by a different mode viable.

- Consider e-bike charging and recognize that some parts of the region are deserts for bike shops. From a transit perspective, there is a lot of focus on travel time, but reliability is more important. The focus on travel time isn’t getting at the system improvements needed, particularly for other modes and it skews towards vehicles.
- I want to see measures broken down by demographics and understand profiles of who and how they are getting around.
- Speed should not be a priority anywhere.

COUNTY COORDINATING AND ADVISORY COMMITTEE MEETINGS SUMMARY

Meetings overview

The project team briefed the county coordinating committees to answer questions about the mobility policy update and receive input on the potential policy elements and measures. The staff notes from each meeting are included in Appendix C.

- TransPort Subcommittee to TPAC (April 14, 2021)
- Clackamas County TAC (April 27, 2021)
- East Multnomah County Transportation Committee TAC (May 5, 2021)
- Washington County Coordinating Committee TAC (May 6, 2021)
- East Multnomah County Transportation Committee (policy) (May 17, 2021)
- Clackamas County C-4 subcommittee (policy) (May, 19 2021)
- Washington County Coordinating Committee (policy) (June 14, 2021)

County coordinating and advisory committee meetings key themes

- System completion and connectivity are important to mobility.
- It is important that the updated policy can continue to be used to make the case for nexus proportionality for System Development Charges and mitigation.
- Emissions and environmental impacts are missing.
- A number of comments pointed to the need for there to be different measures for different applications, including:
 - Planning uses where the mobility measures are applied. Arterials that serve as major connections are important to consider.
 - Land use contexts
 - Roadway applications

Metro Council, Metro Policy Advisory Committee (MPAC) and Joint Policy Advisory Committee on Transportation (JPACT)

Meetings overview

The project team presented and received feedback at a Metro Council work session (April 13, 2021), and meetings of JPACT (April 15, 2021) and MPAC (April 28, 2021). The notes for these meetings are captured in the meeting minutes on the Metro website (oregonmetro.legistar.com/Calendar.aspx).

Summary of Metro Council input

- The Metro Council wants to ensure the updated mobility policy better supports 2040 implementation and advances the Regional transportation plan priorities. Show how the updated policy relates to the regional priorities.
- Accessibility via density/diversity of destinations is very different than accessibility via speed/travel time. They are two very different types of access, and for different reasons. Also consider access on different roadway classifications and in different land use contexts.
- Efficiency policy element needs to be more than about time (but also include how efficiently the system is being used by people and goods). One idea is to measure energy efficiency or energy intensity of mobility in a corridor.
- Describe how we will evaluate/implement the policy and measures with a racial equity lens.
- Center work on achieving equitable mobility (not just evaluating whether policy and measures can measure benefits and impacts on equity focus areas). Does the policy (how it is implemented) improve equity? Is it addressing racial and economic disparities that people of color and other historically marginalized communities have/are experiencing?
- Similarly, does the policy (and how it is implemented) reduce carbon emissions? Improve safety? Manage congestion?

Summary of MPAC input

- There is an “in between” place missing from the three contexts that should be addressed – places like OR 43 – which serve as major travel routes between centers and are important transit corridors. They are different from throughways, often serve commuters and also connect to industrial areas and support transit.
- Expressed appreciation for the work. Broadly feel this is on-track – and seems to be good set of elements and measures to test.
- The more transparency documenting decisions, methods, etc. the better; it will also important to be transparent about how measures can be applied at different levels,

whether large or small scale, to make it useful to local governments when implementing the updated policy.

- Certain criteria make it more difficult to build support to acquire funding for projects that will result in a system that is viable and will accomplish their climate, safety, and equity goals.
- Emissions is missing as a policy element. Emissions is a way to show if meeting climate and equity goals, particularly from a public health perspective; should be reflected in elements to make it clear to the public that it is a priority.
- In terms of moving away from v/c – housing and 80% of infrastructure is built by private sector – development pays system development charges and for projects based on an nexus of proportionality – the outcome of this effort must be able to establish that nexus.
- How will autonomous and electric vehicles fit into this?

Summary of JPACT input

- Appreciation expressed that mobility is a major lens and goal for looking at transportation in the region.
- Concern with emphasis on congestion in the measures; congestion is a symptom (not a goal). Should focus be more on throughput in how we measure mobility.
- The number of vehicles on the road shows growth in the economy, but there are fewer emissions, and air quality has improved because of vehicle technology, indicating we are in a transition period from fossil fuels to electric and other means.
- Emissions are part of our key indicators and RTP priorities but are not reflected in these policy elements. Would like to see more of a focus on emissions.
- How is the region being thoughtful about emissions that disproportionately affect BIPOC communities? With more emissions in areas of POC, health impacts are important to consider.

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