

Memo



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Project: Regional Mobility Policy Update

Subject: Task 8.1: Updated “Discussion Draft” Mobility Policy

Introduction

Metro and the Oregon Department of Transportation (ODOT) are working together to update the regional mobility policy and related mobility measures for the Portland metropolitan area. The mobility policy guides 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. The goal of this update is to better align the policy and measures with shared regional values, goals, and desired outcomes identified in Metro’s Regional Transportation Plan (RTP) and 2040 Growth Concept as well as with local and state goals, and define expectations about mobility by travel mode, land use context, and roadway function(s). The updated policy will describe the region’s desired mobility outcomes and more robustly and explicitly define mobility for transportation system users in the Portland area.

This document builds upon the draft mobility definition and foundational elements integral to achieving the region’s desired mobility outcomes, and presents a “Discussion Draft” mobility policy based on input received from policymakers and stakeholders on the draft policies, measures, and case study applications documented in the Case Study Analysis Memorandum and shared through workshops and forums throughout Winter and Spring 2022.

Background

The determination that alternative mobility targets were necessary for the Portland metropolitan region was made through the 2018 Regional Transportation Plan (RTP) planning process. The determination was based on inability to implement the transportation projects needed to meet current targets given anticipated funding and estimated costs, and in some cases because the physical impacts of potential projects or the impacts on other modes were not acceptable considering other transportation policies and land use and environmental conditions in the affected locations. The adopted RTP Section 3.5, Regional Motor Vehicle Network Vision and Policies, includes the Interim Regional Mobility Policy; mobility targets therein correspond with the Oregon Highway Plan’s Policy 1F, Highway Mobility Policy, Table 7. With this project, regional mobility policy will take its place in the overarching System Policies in the RTP, alongside safety, equity, climate leadership, and emerging technologies currently in Chapter 3, Section 3.2. Mobility policies are intended to apply to arterials and throughways within the Metro’s planning area. Policies and associated measures will also be forwarded to the Oregon Transportation Commission for consideration of amending Oregon Highway Plan Policy 1F, and if adopted would apply to state facilities within the Portland metropolitan area.

The draft mobility policy is intended to achieve the following mobility outcomes which are in alignment with ODOT and Metro strategic goals and priorities. They were identified by policymakers and stakeholders as critical to how we plan for, manage, and operate our transportation system.

Equity

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

BIPOC and other marginalized communities have often experienced disproportionately negative impacts from transportation infrastructure as well as disparities in access to safe multimodal travel options. Addressing these disparities is a priority for ODOT and Metro.

The regional transportation system should support access to opportunities for everyone, not just people in motor vehicles. Equity can be enhanced through providing strong multimodal networks with priority provided to historically marginalized and underserved communities.

Efficiency

- ***Land use and transportation decisions and investments contribute to more efficient use of the transportation system meaning that trips are shorter and can be completed by more travel modes, reducing space and resources dedicated to transportation.***

Efficiency in this context means that transportation requires less space and resources. Efficiency can be improved by shortening travel distances between destinations. Shorter travel distances to destinations enhances the viability of using other and more efficient modes of transportation than the automobile and preserves roadway capacity for transit, freight and goods movement by truck and longer trips. Efficiently using land, and planning for key destinations in proximity to the where people live and work, contributes to shorter trip lengths.

The transportation efficiency of existing and proposed land use patterns and transportation systems can be measured by looking at “vehicle miles traveled (VMT) per capita” for home-based trips¹ or “VMT per employee” for commute trips to/from work of an area.

Access and Options

- ***People and businesses can conveniently and affordably reach the goods, services, places, and opportunities they need to thrive.***
- ***People and businesses can choose from a variety of seamless and well-connected travel modes and services that easily get them where they need to go.***

Viability of trips made by modes other than automobile can be increased by investing in a connected, multimodal transportation system. Multimodal systems serve all people, not just those that have access to vehicles or the ability to drive them, and provide more route choices, increase safety and efficiency, and increase reliability.

¹ TSPs and comprehensive plans collectively can achieve reduced vmt/capita; however, the contributions of individual projects are challenging to measure and when considered individually or in a localized area may increase vmt/capita.

Closing gaps in networks, particularly pedestrian and bicycle networks, can change land use and travel preferences, reducing VMT/capita. Progress towards well connected, multimodal networks can be measured by mode with “system completeness”.

Safety

- ***People are able to travel safely and comfortably, and feel welcome.***

Unsafe travel ways can result in injury and loss of life, and place a strain on emergency responders. Both unsafe conditions and perceived unsafe conditions can impact travel behavior, causing users to choose different routes or modes. Prioritizing investments that reduce the likelihood of future crashes and that improve safety and comfort for all users will increase mode choices and improve reliability. System completeness by travel mode is useful in identifying needs and investments that could enhance safety and comfort.

Reliability

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

In a reliable transportation system, all users, including people in automobiles and using transit, can reasonably predict travel time to their destinations. Reliability is impacted by travel conditions, safety, street connectivity, congestion, and availability of travel options. Investments in safety, street connectivity, transit, operations management, and demand management could yield the greatest benefits reducing congestion and increasing reliability for vehicle modes. System completeness can be used as a measure to predict availability of reliable travel options. Average travel speed can be used as a measure to forecast areas of congestion that will impact reliability for vehicle modes.

For Throughways, the essential function is throughput and mobility for motor vehicle travel. Throughways serve interregional and interstate trips and travel times are an important factor in people and businesses being able to make long-distance trips to and through the region and access destinations of statewide significance in a reasonable and reliable amount of time.

For most Arterials, depending upon the design classification and freight network classification, the essential function is transit, bicycle and pedestrian travel and access while balancing motor-vehicle travel and the many other functions of arterials in intensely developed areas. On Arterials, improving reliability through additional roadway capacity should not come at the expense of non-motorized modes and achieving system completeness consistent with modal or design classification or achieving the VMT/capita target for the jurisdiction.

Performance Measures

Regional mobility within the Portland metropolitan area is multi-faceted and requires more than one performance measure to assess needs and adequacy, and to monitor progress toward desired mobility outcomes. Through a process of research, case studies, applying evaluation criteria and soliciting stakeholder and practitioner input, an extensive list of potential measures were narrowed down to four measures. These measures, applied at different scales and to different facilities, are needed to assess overall system efficiency and whether the system of multi-modal networks are equitable, complete, safe and comfortable, and reliable.

Table 1: “Discussion Draft” Mobility Policy Performance Measures

Measure	Scale for Application	Use	Expected Mobility Outcomes
<p>VMT/Capita for home-based trips</p> <p>and</p> <p>VMT/Employee for commute trips to/from work</p>	<p>Plan Area (RTP, TSP, Plan Amendment)</p>	<p>Measured for the plan area to ensure that land use and transportation plan changes are working in tandem to achieve OAR 660 Division 44 (GHG Reduction rule) VMT/capita reduction targets and resulting in:</p> <ul style="list-style-type: none"> • reduced need to drive • improved viability of using other and more efficient modes of transportation than the automobile and • preserving roadway capacity for transit, freight and goods movement. 	<p>Land Use Efficiency</p> <p>Land use patterns that are more efficient to serve because they reduce the need to drive and are supportive of travel options.</p>
<p>System Completeness</p>	<p>Facility Level for Throughways and Regional Arterials in Plan Area (RTP, TSP, Plan Amendment)</p>	<p>Used to identify needs and define the complete multimodal system in regional and local TSPs, facility plans, corridor plans, and area plans. The “complete system” would be defined through system planning and include network connectivity, the future number of through lanes, and turn lanes, type of bicycle facility, target pedestrian crossing spacing, and TSMO/TDM elements.</p>	<p>Complete Multi-Modal Networks</p> <p>Travel options and connectivity allow people to reliably and safely walk, bike, drive, and take transit to get where they need to go.</p>
<p>Average Travel Speed</p>	<p>Facility Level for Throughways and Regional Arterials in Plan Area (excludes Regional Arterials in 2040 centers)</p>	<p>Used to identify areas of poor reliability where due to recurring congestion, average travel speeds drop below approximately 75% of desired speeds on facilities without traffic control and 40% of desired speeds on facilities with traffic signals (factoring in the signal delay) for a significant period per day. On freeways, reliable traffic flow and the greatest capacity occurs between 30-35 mph. ²</p> <p>This can be used to help size facilities during system planning; however, on Arterials, managing motor vehicle congestion through additional roadway capacity should follow the RTP system sizing policy and congestion management process and OHP Policy 1G³ on ODOT roadways and should not come at the expense of achieving system completeness for non-motorized modes consistent with RTP modal or design classifications or achieving the VMT/capita target for the jurisdiction.</p>	<p>Reliability</p> <p>Safe, efficient and reliable speeds for people, goods and services.</p>

² On freeways, maximum vehicle capacity occurs at approximately 30 mph. Below 30 mph, traffic flows become unstable (more stop and go) and the facility is moves fewer cars. Above 30 mph, traffic flows are more likely to be stable but capacity is reduced as the speed increases as greater distances are needed between vehicles. Reliable speed with maximum capacity is and Freeway capacity is maximized

³ Policy 1G (Major Improvements) has the purpose of maintaining highway performance and improving highway safety by improving system efficiency and management before adding capacity.

Measure	Scale for Application	Use	Expected Mobility Outcomes
Off-ramp Queuing	Freeway Off-ramp Terminal Intersections for Throughways in Plan Area	Employed to help provide safe, efficient and reliable operation of the mainline for longer trips of regional or statewide purpose through the interchange area. The main objective is to avoid the formation of traffic queues on off-ramps which back up into the portions of the ramps needed for safe deceleration from mainline speeds or onto the mainline itself. This is a significant traffic safety and operational concern affecting reliability and can be improved by managing throughways for longer trips resulting in reducing off-ramp traffic volumes and by increasing capacity at the off-ramp terminal. .	Reliability Safe deceleration conditions for vehicles exiting freeway mainlines reducing crashes and improving operations.

Discussion Draft Regional Mobility Policy

Within the Portland metropolitan area, the State of Oregon and Metro have a shared goal of providing mobility such that people and businesses can safely, affordably, and efficiently reach the goods, services, places, and opportunities they need to thrive by a variety of seamless and well-connected travel options and services that are welcoming, convenient, comfortable, and reliable.

To achieve these outcomes, it is the policy of the State of Oregon and Metro to:

- Mobility Policy 1 Ensure that the public’s land use decisions and investments in the transportation system enhance efficiency in how people and goods travel to where they need to go.
- Mobility Policy 2 Provide people and businesses a variety of seamless and well-connected travel modes and services that increase connectivity, increase choices and access to low carbon transportation options so that people and businesses can conveniently and affordably reach the goods, services, places and opportunities they need to thrive.
- Mobility Policy 3 Create a reliable transportation system, one that people and businesses can count on to reach destinations in a predictable and reasonable amount of time.
- Mobility Policy 4 Prioritize the safety and comfort of travelers in all modes when planning and implementing mobility solutions.
- Mobility Policy 5 Prioritize investments that ensure that Black, Indigenous and people of color (BIPOC) community members and people with low incomes, youth, older adults, people living with disabilities and other historically marginalized and underserved communities experience equitable mobility.

These polices apply to:

- the state highway system within the Portland metropolitan area for
 - identifying state highway mobility performance expectations for planning and plan implementation; and
 - evaluating the impacts on state highways of amendments to transportation system plans, acknowledged comprehensive plans and land use regulations pursuant to the Transportation Planning Rule (OAR 660-12-0060).

- throughways and regional arterials designated in the Regional Transportation Plan, which include state and local jurisdiction facilities, for identifying mobility performance expectations for planning and plan implementation.

Under this policy, Oregon Highway Plan volume-to-capacity ratio targets still guide operations decisions such as managing access and traffic control systems and can be used to identify intersection improvements that would help reduce delay and improve the corridor average travel speed. Local jurisdiction standards for their facilities still apply for evaluating impacts of amendments to transportation system plans, acknowledged comprehensive plans and land use regulations pursuant to the Transportation Planning Rule (OAR 660-12-0060) and guiding operations decisions.

Four performance measures as described in Table 2 will be used to assess the adequacy of mobility in the Portland Metro area for the throughway and regional arterial network based on the expectations for each facility type, location, and function. These measures will be the initial tools to identify mobility gaps and deficiencies (needs) and consider solutions to address identified mobility needs. The subsequent actions describe how to apply these measures in tandem for system planning and assessing plan amendment consistency with the TPR.

Table 2: Draft Mobility Policy Performance Measure Targets

Measure	Application	Target		
VMT/Capita for home-based trips and VMT/Employee for commute trips to/from work	System Planning	None – OAR 660 Division 44 (GHG Reduction Rule) sets VMT/Capita reduction targets with which the RTP and local jurisdictions will need to comply.		
	Plan Amendments ¹	Increased development potential in a District ² where forecast VMT/capita for home-based trips or VMT/employee for commute trips to/from work is lower than the regional average. or The plan amendment has a lower forecast VMT/capita for home-based trips or reduced VMT/employee for commute trips to/from work than the District ² (dependent upon the predominant land use change proposed)		
System Completeness	System Planning	Complete networks and systems for walking, biking, transit, vehicles, freight, and managing the transportation system and travel demand (See Table 3 for guidance and Table 4 for completeness elements by facility type). (Planned system may not achieve completeness for all modes to target levels but should identify future intent for all facilities given constraints and tradeoffs.)		
	Plan Amendments	100% of planned system Or Reduced gaps and deficiencies (See Table 5 for guidance)		
Average Travel Speed		RTP Motor Vehicle Designation	Off-Peak Average Travel Speed Target⁵	Hours per Day Target
	System Planning ³	— I-205, I-84 (east of I-205) I-5 (Marquam Bridge to Wilsonville) OR 217 US 26 (west of sylvan) US 30, OR 47, OR 212 OR 224, OR 213	45 mph – posted speed limit ⁶	18 hours
		Throughways ⁴	35 mph – posted speed limit ⁶	20 hours per day

Measure	Application	Target		
		I-405 (from I-5 South to I-5 North) I-5 North (Marquam Bride to Interstate Bridge) US 26 (from Sylvan Interchange to I-405) I-84 from I-5 to I-205 99E from Lincoln Street to OR 224 interchange		
		Arterials Outside 2040 Centers	15 mph – posted speed limit (including signal delays)	No target
		Arterials Inside 2040 Centers	No target	No target
	Plan Amendments	Same as system planning	Same as system planning	Same as system planning

Table Notes:

1 Plan amendments that meet this target shall be found to not have a significant impact pursuant to the Transportation Planning Rule (OAR 660-12-0060).

2 VMT/Capita “Districts” will be established that identify TAZ groupings (subareas) with similar land use characteristics and forecast VMT/Capita.

3 This can be used to help size facilities during system planning; however, on Arterials, reducing motor vehicle congestion through additional roadway capacity should follow the region’s congestion management process and OHP Policy 1G on ODOT roadways and should not come at the expense of achieving system completeness for non-motorized modes consistent with regional modal or design classifications or achieving the VMT/capita target for the jurisdiction.

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

5 Used to identify areas of poor reliability where due to recurring congestion, average travel speeds drop below approximately 75% of desired speeds on facilities without traffic control and 40% of desired speeds on facilities with traffic signals (factoring in the signal delay) for multiple hours per day.

6 Targets will need to be revisited after NEPA process is complete for the I-205 Toll Project and Regional Mobility Pricing Project.

Table 3: Guidance for Defining the Planned System

Mode	System Completeness Element	Supporting guidance
Pedestrian	Provide complete network	RTFP, DLSTG, BUD
	Provide adequate crossing spacing	RTFP, DLSTG, BUD
	Provide adequate crossing treatments	NCHRP 562
	Provide a low-stress walking network to transit and essential destinations	APM
Bicycle	Provide complete network	RTFP, DLSTG, BUD
	Provide a low-stress bicycling network to transit and essential destinations	APM
	Provide adequate bike parking at essential destinations	RTFP, TriMet Bicycle Parking Guidelines
Transit	Provide complete network and adequate bus stop amenities and opportunities to decrease travel time (signal priority, queue jumps)	TriMet Bus Stop Guidelines
Vehicle	Provide adequate street spacing and connectivity	RTFP
	Provide planned number of through lanes	RTFP, DLSTG
	Provide adequate turn lanes considering safety for all modes and land use context	APM, DLSTG, BUD
TSMO	Identify infrastructure and programmatic elements	Regional ITS Architecture Plan Regional TSMO Strategy
TDM	Identify infrastructure and programmatic elements	Metro is working to provide future guidance for the region

AMP – Analysis Procedures Manual (ODOT)
 BUD – Blueprint for Urban Design (ODOT)
 DLSTG – Designing Livable Streets and Trails Guide (Metro)
 NCHRP – National Cooperative Highway Research Project
 RTFP – Regional Transportation Functional Plan (Metro)

Table 4: System Completeness Elements by Facility Type

Facility	System Completeness (Elements)
<p>Throughways</p>	<p>Planned TSMO/ITS Planned TDM Planned street connectivity Planned bus coverage and service frequency Planned congestion pricing Planned travel lanes Planned regional trails</p>
<p>Arterials Outside of 2040 Centers</p>	<p>Planned TSMO/ITS Planned TDM Planned street connectivity Planned bus coverage and service frequency Planned sidewalks and pedestrian crossings Planned protected bikeways Planned travel lanes Planned turn lanes</p>
<p>Arterials in 2040 Centers</p>	<p>Planned TSMO/ITS Planned TDM Planned street connectivity Planned bus coverage and service frequency Planned sidewalks and pedestrian crossings Planned bikeways Planned travel lanes Planned turn lanes</p>

System Planning Actions

All four of the mobility policy measures are applied to system planning which includes amendments to long-range transportation plans, including the Regional Transportation Plan and Regional Transportation Functional Plan and locally adopted transportation system plans. System planning also includes planning for the transportation system in smaller geographies through facility plans, corridor plans and area plans, including concept plans for designated urban reserve are. The following actions describe how each of the performance targets shall be used in tandem in system planning, which is supported by the flowchart in Figure 1.

1. Division 44 (GHG Reduction) sets VMT/capita reduction target for the Portland metropolitan area⁹. The RTP process will identify the strategies needed to achieve this target and result in baseline future VMT/capita for the region. This baseline shall be used to estimate future VMT/capita for home-based trips and VMT/employee for commute trips to/from work at the TAZ level. The TAZ data shall be aggregated to develop “Districts”¹⁰ with similar land use and VMT characteristics.
2. For system planning at the sub-regional, local jurisdiction (TSPs), or subarea levels, VMT/capita for home-based trips and VMT/employee for commute trips to/from work shall be measured for the plan area to ensure that land use and transportation plan changes are working in tandem to achieve the region’s VMT/capita reduction target, resulting in reduced need to drive, improved viability of using other and more efficient modes of transportation than the automobile, and preserving roadway capacity for transit, freight and goods movement. System plans shall demonstrate that the planned transportation system maintains or reduces aggregate VMT/capita for home-based trips and VMT/employee for commute trips to/from work for the TAZs and Districts in the plan area compared to the baseline set in the RTP.
3. System Completeness targets shall be used to identify needs and ensure that the planned transportation system is increasing in connectivity and safety of the multimodal network. The definition of complete shall be established for each facility and will vary based on the modal functional classification and design classification and can be refined in system plans. Table 3 provides guidance for defining the complete system and Table 4 identifies the elements that must be identified for each facility type.
4. Average travel speed shall be used to assess RTP arterials outside of 2040 centers and throughway facilities within the study area for safe, efficient and reliable speeds. Targets will vary based on the facility type, land use context and include a target minimum off-peak average travel speed that shall be maintained for a specific number of hours per day as described in Table 2. These targets shall inform identification of transportation needs and

⁹ The Division 44 targets cannot currently be measured using Metro’s Regional Travel Demand Model (RTDM); however, baselines for VMT/capita for home-based trips and VMT/employee for commute trips to/from work can be established from the RTDM for the RTP scenario that meet the Division 44 targets as measured via a different tool.

¹⁰ VMT/Capita “Districts” will be established that identify TAZ groupings (subareas) with similar forecast VMT/Capita.

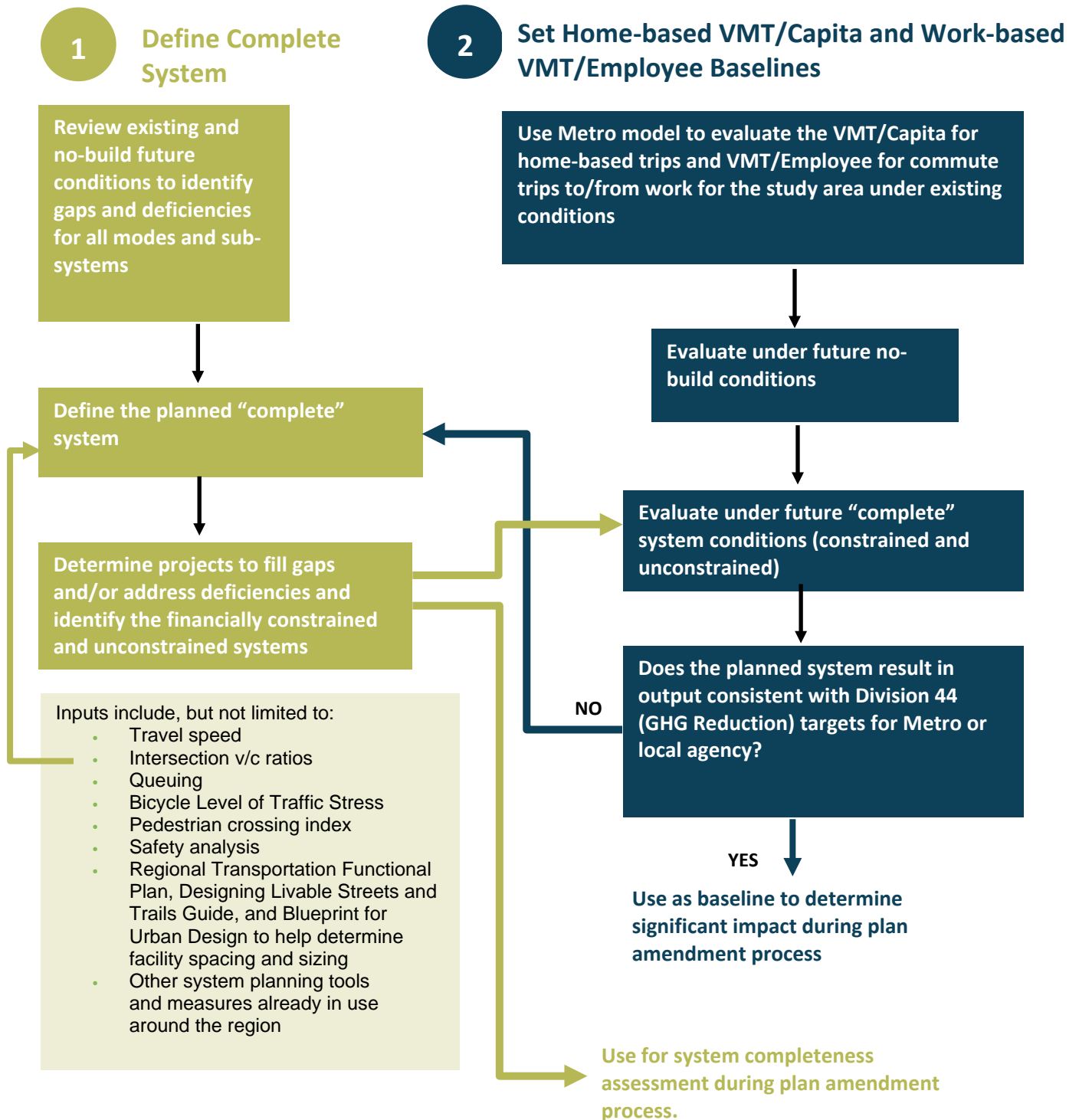
consideration of system and demand management strategies¹¹ but shall not be used as standards at the expense of non-motorized modes and achieving system completeness for other modes consistent with regional modal or design classifications or achieving the VMT/capita target for the jurisdiction. Analysis segmentation of facilities within the study area will be determined based on the analysis software or modeling tool utilized.¹² Planning efforts that identify intersection-level improvements can use intersection volume-to-capacity ratios to identify operational improvements that will reduce traffic control delays and improve the average travel speed along a corridor (such as turn lanes, up to the maximum desired crossing distance for pedestrians).

5. Interchanges shall be managed to maintain safe, efficient and reliable operation of the mainline for longer trips of regional or statewide purpose through the interchange area. The main objective is to avoid the formation of traffic queues on off-ramps which back up into the portions of the ramps needed for safe deceleration from mainline speeds or onto the mainline itself. This is a significant traffic safety and operational concern affecting reliability.
6. When identifying needed investments and prioritizing improvements, projects that reduce disparities between “Equity Focus Areas” and “Non-Equity Focus Areas” shall be prioritized.

¹¹ v/c is one tool that can be used to determine mitigations that support meeting the travel speed threshold.

¹² Supporting documentation will be needed as part of implementation of the policy to define the segmentation methodologies based on analysis options.

Figure 1: System Planning Process Utilizing the Four Mobility Policy Measures



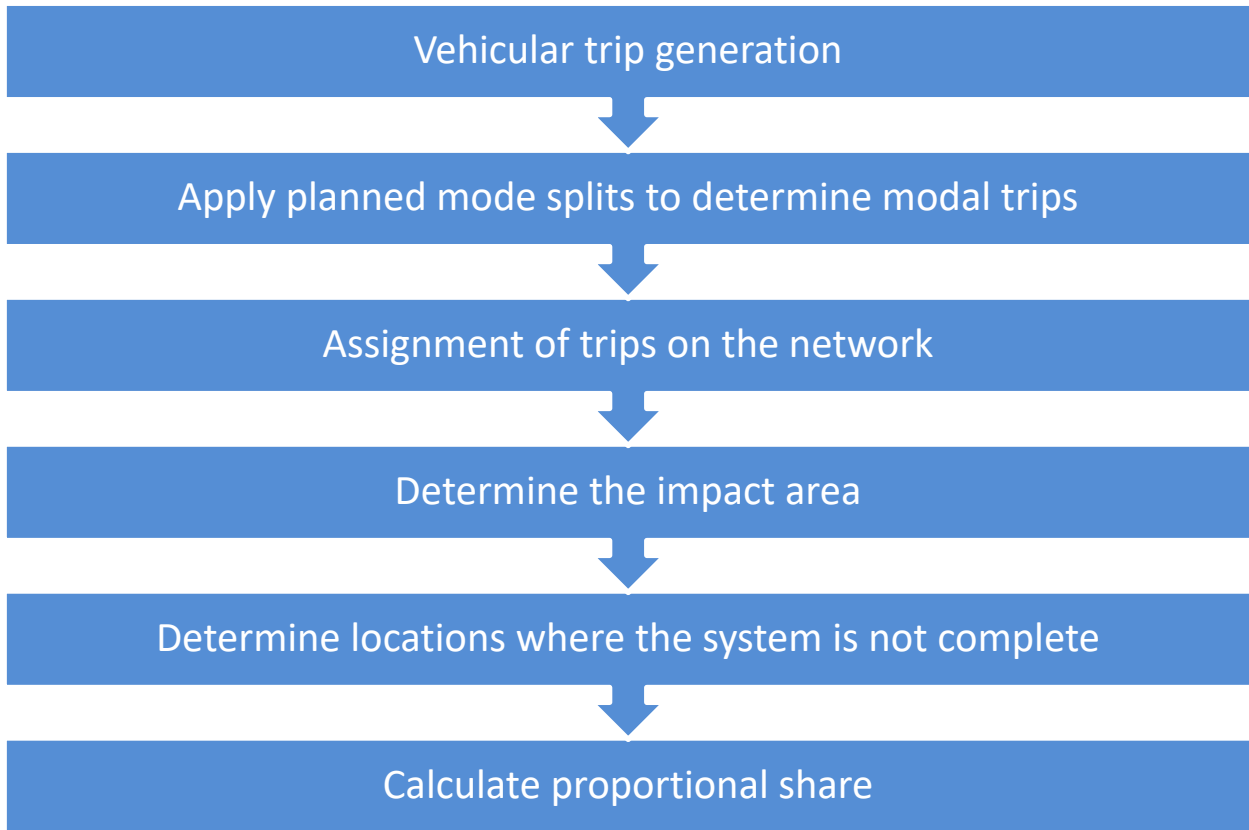
Plan Amendment Evaluation Actions

All four of the mobility policy measures are applied to the evaluation of plan amendments. The following actions describe how each of the performance targets shall be used in tandem in evaluating plan amendments consistent with the Transportation Planning Rule (OAR 660-12-060), and is supported by the flowchart in Figure 3.

1. Comprehensive plan amendments that do not surpass the trip generation thresholds in the TPR will be found to have no significant impact and are not required to further evaluate travel speed or system completeness.
2. **For comprehensive plan amendments the are located in a District with forecast VMT/capita for home-based trips or VMT/employee for commute trips to/from work that is lower than the region average:** Comprehensive plan amendments that demonstrate either of the following shall be found to have no significant impact consistent with the Transportation Planning Rule (OAR 660-12-060)
 - a) increased development potential, or
 - b) reduction in forecast VMT/capita for home-based trips or reduced VMT/employee for commute trips to/from work (dependent upon the predominant land use change proposed).
3. **For comprehensive plan amendments the are located in a District with forecast VMT/capita for home-based trips or VMT/employee for commute trips to/from work that is higher than the region average:** Comprehensive plan amendments that demonstrate the following shall be found to have no significant impact consistent with the Transportation Planning Rule (OAR 660-12-0060)
 - a) reduction in forecast VMT/capita for home-based trips or reduced VMT/employee for commute trips to/from work (dependent upon the predominant land use change proposed).
4. Comprehensive plan amendments that have a significant impact based on the forecast changes in VMT/capita for home-based trips or VMT/employee for commute trips to/from work shall evaluate impacts of the plan amendment on the system completeness, safe and reliable travel speeds, and off-ramp queuing where applicable.
5. System Completeness assessment of comprehensive plan amendments shall identify the needs to meet the planned system for each mode, as established in regional and/or local system plans. For each mode, the completeness impact area will be defined based on routing from the comprehensive plan amendment site for the specified distances in Table 5. Table 5 provides guidance for identifying the needs within each modal completeness impact area. For the comprehensive plan amendment, a proportional share of the identified needs will be established based on trip generation, as described in Figure 2.
6. Comprehensive plan amendments that demonstrate either of the following for analysis segments within the vehicular impact area shall be found to require mitigation, and a proportional share of the identified needs will be established for the comprehensive plan amendment based on trip generation
 - a) Degrades the average travel speed of an existing or planned transportation facility such that it would not meet the performance target identified Table 2; or
 - b) Degrades the travel speed performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in Table 2.

7. Interchanges within the vehicular impact area shall be assessed to maintain safe, efficient and reliable operation of the mainline for longer trips of regional or statewide purpose through the interchange area under the forecast comprehensive plan amendment.

Figure 2: Guidance for Assessing Plan Amendment Impacts



Note: Vehicular trip generation with planned mode splits will be used until or unless mode specific trip generation resources become available.

Figure 3: Plan Amendment Process Utilizing the Four Mobility Policy Measures

Reliability Measure Assessment (Outside 2040 Centers only) and System Completeness Assessment

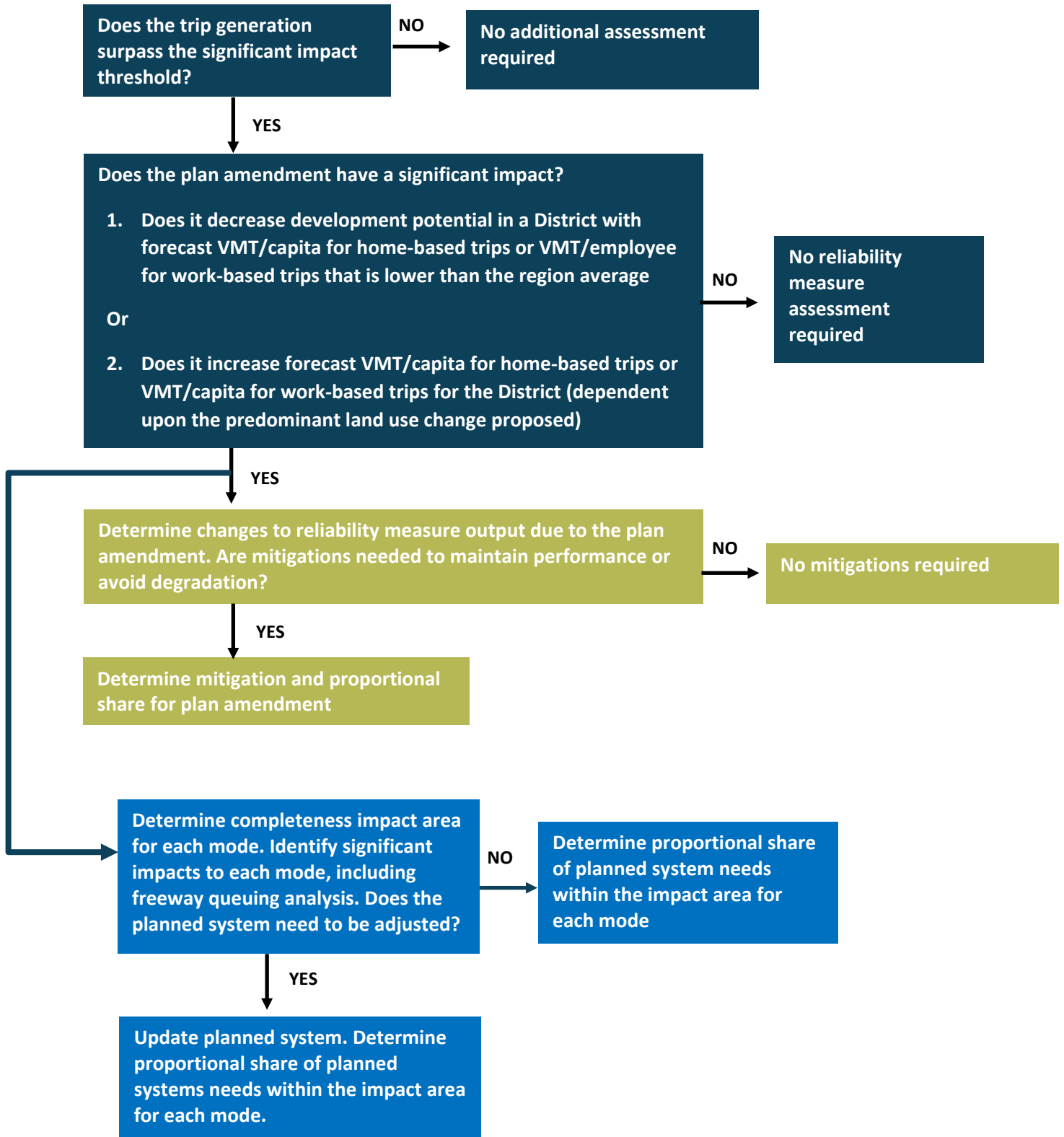


Table 5: Guidance for Assessing Plan Amendment Impacts to System Completeness

	Plan Amendment		
	1. Determine study area by selecting the specified distance along existing and planned facilities	2. Determine if the planned system should be updated based on the projected trip generation	3. Determine locations and quantity of gaps in the planned system within the study area
Pedestrian	Within 1/4-mile routing from site	n/a	Missing pedestrian crossings
	Within 1/4-mile routing from site	Review NCHRP 562	Missing pedestrian crossings by treatment type
	Within 1/4-mile routing from site	n/a	Curb-miles of low-stress pedestrian facilities gaps
Bike	Within 1/4-mile routing from site	n/a	Curb-miles of low-stress bicycle facilities gaps
	Within 1/4-mile routing from site	n/a	Curb-miles of pedestrian facilities gaps
	Within 1/4-mile routing from site	Review TriMet Bicycle Parking Guidelines	Missing bike parking docks
Transit	Within 1/4-mile routing from site	Review TriMet Bus Stop Guidelines	Bus stops lacking amenities by amenity type
Vehicle	Within 1/2-mile routing from site	n/a	Centerline-miles of roadway gaps
	Within 1/2-mile routing from site	Review travel speeds, off-ramp queuing	Lane-miles of through lane gaps
TSMO	TBD	TBD	TBD

Implementation Action Plan

The following describes actions necessary to implement the proposed policy including steps to incorporate the policy into existing policy documents and guidance and tools needed for practitioners to implement the policy.

Policy Implementation Actions

- Fully integrate the Regional Mobility Policy in the updated Regional Transportation Plan.** The adopted RTP Section 3.5, Regional Motor Vehicle Network Vision and Policies, includes the Interim Regional Mobility Policy; mobility targets therein correspond with the Oregon Highway Plan’s Policy 1F, Highway Mobility Policy, Table 7. With this project, regional mobility policy will take its place in the Overarching System Policies in the RTP, alongside safety, equity, climate leadership, and emerging technologies currently in Chapter 3, Section 3.2. To be consistent with the format of the RTP, develop explanatory text for each of the five policy statements and specify the actions to implement each.
- Fully integrate the Regional Mobility Policy for the Portland metropolitan area in the updated Oregon Highway Plan.** An update of the Oregon Highway Plan is planned for 2022-23, following the adoption of the new Oregon Transportation Plan. The updated Regional Mobility Policy will replace Table 7 in OHP Policy 1F. Integrate explanatory text, Performance Measure Targets, and other state guidance for transportation system planning in the Portland metropolitan area, consistent with the content of the updated RTP, into the

updated Oregon Highway Plan.

- **Work with local jurisdictions to update policies that adopt the Regional Mobility Policy as their standards for RTP arterials.** Local adoption will clarify that the updated regional performance targets apply in plan amendment decisions to ensure that the proposed changes are consistent with the planned function, capacity, and performance standards of state and regional facilities. Many local jurisdictions have adopted ODOT’s OHP V/C targets as standards in their development codes, with the result that projects can be denied based on the inability to meet or mitigate to the applicable standards; the new Regional Mobility Policy provides a balanced, multi-modal approach to approving development that is consistent with planned growth.
- **Update Regional Transportation Functional Plan Title 3, Transportation Project Development, to reflect the Regional Mobility Policy.** Title 3 includes current mobility targets in Table 3.08-2; Section 3.08.230 Performance Targets and Standards requires Oregon Transportation Commission approval for local adoption of mobility standards for state highways that differ from those in Table 3.08-2.

Near-term Data and Guidance Actions

- Develop Districts within the regional modeling tools that establish baseline VMT/capita for home-based trips and VMT/employee for commute trips to/from work.
- Refine TAZ boundaries or establish additional TAZs to better align with jurisdictional and urban growth boundaries.
- Develop guidance on calculating travel speed based on the model used.
 - If using output from the regional travel demand model, ensure a consistent approach to segment lengths, model hour(s) reviewed, and any calibration needed.
 - If using a deterministic model such as Synchro, ensure a consistent approach to signal timing assumptions and segment lengths.
- If final travel speed targets are set as a percentage of a base speed, specify the base speed used in the calculation such as desired speed based on the functional classification and land use context in ODOT’s Blueprint for Urban Design for ODOT facilities and guidance in the Metro Livable Streets and Trails Guide for non-ODOT arterials based on the design classification in the Regional Transportation Plan.

Long-term Data and Analysis Tool Actions

- Expand the region’s Dynamic Traffic Assignment model(s) to calculate travel speeds and other reliability measure output within a capacity constrained model.
 - Develop guidance to consistently calculate travel speed using DTA model.
 - Determine if thresholds should be adjusted if analysis is adjusted to use the DTA model.

- Establish a consistent process for transportation options planning or create a regional transportation options plan. A regional plan can be referenced when determining the “planned system” for system completeness baselines.
- Create a high-level tool for quick VMT/capita calculations. PBOT is working on a tool already that could be a starting point.
- Modify or create new regional modeling tools to better account for light-duty commercial travel.