



## Draft 2023 RTP Regional Mobility Policy (RMP) Overview

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

### Draft Regional Mobility Policy for the 2023 Regional Transportation Plan

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

**Draft Mobility Policy Performance Measures and Targets**

Measure	Target	Expected Mobility Outcomes
<p><b>VMT per Capita</b> (VMT/Capita for home-based trips and VMT/Employee for commute trips to/from work)</p>	<p>Achieve reductions required by OAR 660 Division 44 (GHG Reduction Rule) and OAR 660 Division 12 of 20% reduction by 2035, 25% reduction by 2040, and 30% reduction by 2045 and 34% reduction by 2050 (from 2005 levels)</p>	<p><b>Land Use Efficiency</b></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><b>System Completeness</b></p>	<p>Complete the “planned” network and system for walking, biking, transit, vehicles, freight and implement strategies for managing the transportation system and travel demand</p> <p><i>Note: The “planned” system, Strategic and Financially Constrained, may not achieve completeness for all modes but should identify future intent for all facilities given constraints and tradeoffs.</i></p>	<p><b>Complete Multi-Modal Networks</b></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><b>Hours of Congestion on Throughways</b></p>	<p>Increase miles of the throughway system that operate with 4 or fewer hours of congestion per day (based on a speed of 35 mph for expressways and 20 mph for throughways that are not expressways and have traffic signals).</p> <p><i>Note: Congestion is currently defined by ODOT for their freeways as vehicle speeds below 75% of the posted speed. The mobility policy will clarify how congested conditions are defined for current and future forecast conditions. Speeds on freeways below 35 mph are typically considered congested.</i></p>	<p><b>Reliability</b></p> <p>Safe, efficient and reliable travel speeds for people, goods and services.</p>

### How do the measures work together?

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

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

**System Completeness** and **Hours of Congestion on Throughways** are secondary measures that will be used to identify needs and inform the development of the planned system. The policy requires that TSPs define the planned system for each mode using a variety of guidance documents. Additional RTP and state policies also guide the development of individual modal systems. It is important to note that the Regional Mobility Policy is one of many policies that inform the development of the Regional Transportation Plan and local transportation system plans in the Portland region. The regional and local “planned” system may not achieve completeness for all modes but should identify future needs and expectations for all facilities given constraints and tradeoffs. Similarly, Hours of Congestion on Throughways will inform state and regional needs of the throughway system, and the target articulates the desired level of reliability for the throughway system designated in the RTP and OHP. Identifying solutions for locations that do not meet the Hours of Congestion on Throughways target shall follow the RTP congestion management process,<sup>1</sup> Sections 3.08.220 and 3.08.510 of the Regional Transportation Functional Plan and OHP Policy 1G<sup>2</sup>, and should not come at the expense of achieving the VMT/capita target.

### Using the updated Regional Mobility Policy for system planning processes:

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

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

---

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

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

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

Through the planning process, Hours of Congestion on Throughways will be used as a target to inform the planned throughway system. The target is no more than 4 hours per day with average travel speeds below 35 mph for the expressways and 20 mph for the Throughways that are not expressways and have traffic signals. There will be instances where there is not funding or community desire to complete roadway projects that would meet the Hours of Congestion target; therefore, it will be used for guidance to identify needs and deficiencies instead of as a standard.

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

#### Using the Regional Mobility Policy update for plan amendments processes:

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

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

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

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