



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 travel speed on the throughways.

Draft Mobility Policy Performance Measures and Targets

Measure	Target	Expected Mobility Outcomes
<p>VMT per Capita (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>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>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>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>Travel Speed on Throughways</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>Reliability</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 **Travel Speed 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, Travel Speed 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 Travel speed on Throughways target shall follow the RTP congestion management process,¹ Sections 3.08.220 and 3.08.510 of the Regional Transportation Functional Plan and OHP Policy 1G², and should not come at the expense of achieving the VMT/capita target.

Using the updated Regional Mobility Policy for system planning processes:

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

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

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

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

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

Through the planning process, Travel Speed 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 Travel Speed 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, travel speed on throughways, 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 Travel Speed on Throughways target and mitigate the impact. Addressing motor vehicle travel speed 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.



Regional Mobility Policy Update

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

An overview of the process used to identify the mobility policy elements and develop the draft policy, proposed performance measures and draft implementation action plan follows. The process followed the work plan and engagement plan approved by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council in November 2019.

Step 1 | Project Scoping and Current Measures and Tools Research

From April to November 2019, Metro and ODOT worked closely together and with local, regional and state partners to scope the project, seeking feedback on the project objectives and proposed approach. A [Scoping Report](#) and [Stakeholder Interviews Report](#) describe the scoping process and key themes that shaped development of the project work plan and engagement plan approved by JPACT and Metro Council in 2019.

From Fall 2019 to June 2020, the Transportation Research and Education Center (TREC)/Portland State University documented current mobility-related performance measures and methods being used in the Portland region, statewide and nationally. The [Portland State University's Synthesis Research on Current Measures and Tools](#) reviews the existing mobility policy and summarizes current practices in measuring multimodal mobility.

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

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

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

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

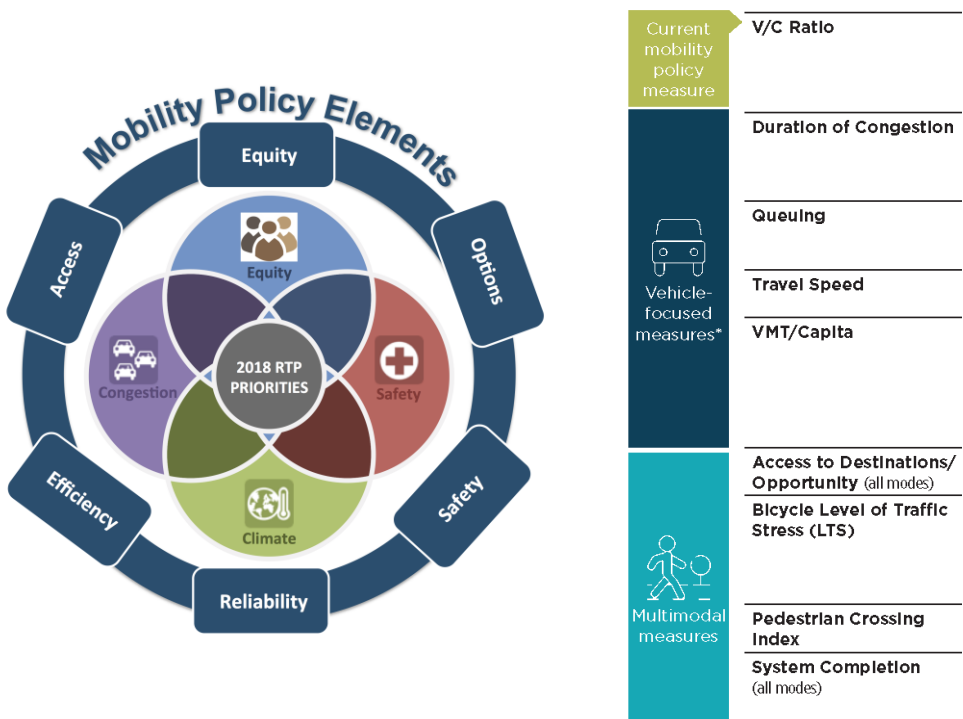
In spring 2021, the project team engaged policymakers, practitioners, community leaders and other stakeholders to review and provide feedback on the draft mobility policy elements and potential measures to include in the updated policy. Throughout May and June 2021, the project team engaged stakeholders through online forums, briefings and committee meetings. The four online forums included two forums for planning, modeling and engineering practitioners, a forum for goods and freight professionals, and a forum for community leaders. A total of about 130 people participated in the forums. Project staff also presented and received feedback at County

Coordinating Committees (staff and policy), MTAC, TPAC, the Metro Policy Advisory Committee (MPAC), JPACT and the Metro Council – representing more than 350 individual points of input.

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

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

Figure 1: Regional Mobility Policy Elements and Measures Evaluated



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

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

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

The discussions and questionnaire resulted in additional input on the draft policies, the individual measures being proposed for the updated mobility policy and ideas for how the measures could

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

be applied during system planning and when evaluating the transportation impacts of plan amendments. The TPAC and MTAC workshop materials and meeting summaries are available on the Metro website. A [report summarizing feedback from the April 2022 practitioners forum](#) is available on the project website.

From May to August 2022, the project team used the previous input received to further develop the draft regional mobility policy and proposed performance measures and presented the policy and measures to TPAC and MTAC at the June 17 joint workshop. Staff from the City of Portland and Multnomah Council submitted additional written feedback following the workshop, and the project team had two follow-up meetings with the city of Portland in July and August as requested at the workshop. The Metro Council discussed the draft policy and proposed performance measures at a July work session and expressed support for the overall direction of the work, including the draft policies and proposed measures, recognizing more details on application of the policy and measures, including thresholds would continue to be developed with TPAC and MTAC through the summer.

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

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

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

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

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

In October 2022, the project team presented an updated draft mobility policy, measures and implementation action plan for review and discussion by TPAC, JPACT and the Metro Council. On October 7, TPAC reviewed and provided feedback on the proposed measures and targets and the draft implementation action plan. Specific TPAC feedback included:

- Expressed general support for further testing and refinement of the draft policy, measures and targets and implementation action plan through the 2023 RTP update pending further discussion in October.
- Expressed broad support for overall direction and the vehicle miles traveled (VMT) per capita and system completeness measures and actions identified to support implementation.
- Recommended further policy discussion of the hours of congestion reliability measure and target and policy implications of proposed thresholds.
- Requested updates to the timing for completion of guidance, methods and tools needed to support implementation to ensure the actions are aligned and coordinated to support local and regional implementation of this policy and new statewide policies and planning requirements. In particular ensure all the tools, guidance and methods need to be available to local governments by the time the Regional Transportation Functional Plan is amended.
- Requested development of a simplified timeline that shows the relationship of implementation of the updated regional mobility policy to regional and statewide planning efforts, including the 2023 RTP update, Oregon Transportation Plan update, Oregon Highway Plan update, implementation of the Climate-Friendly and Equitable Communities (CFEC) rules, and local TSP updates.

Also in October, Metro Council and JPACT reviewed and discussed the draft policy, measures and targets, and implementation action plan. No specific changes were recommended by Metro Council or JPACT. Policymakers appreciated that the policy is focused on building a complete transportation system. They acknowledged additional work is needed to test and refine the draft measures and targets as part of the 2023 RTP update and to work out more of the details of implementation to understand the implications of the policy and use of the measures before final action on the RTP next year. There was a desire to better understand how the policy will advance the region's climate, equity, safety, mobility and economic development goals and help with local and regional implementation of the statewide Climate-Friendly and Equitable Communities (CFEC) rules. Policymaker feedback for project staff to work out more of the details of implementation to understand the implications of the policy and use of the measures before final action on the RTP next year was reflected in TPAC's recommendation to JPACT to move forward.

Step 5 | Accept Draft Mobility Policy, Measures and Implementation Action Plan to Further Test and Refine in 2023 RTP Update

In November 2022, JPACT and the Metro Council accepted the draft mobility policy statements and supported further development of the draft performance measures and targets to understand the implications of the current and proposed measures and related policy language and implementation plan by testing and refining during 2023 RTP system analysis. JPACT and the Metro Council also supported development of a clear, inclusive mobility corridor-based approach for needs and solutions evaluation and identification as part of the 2023 RTP update. Implementation actions will also be refined and updated, as needed, for consideration by JPACT and Metro Council in November 2023, in Chapter 8 of the 2023 RTP.