

# Memo



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Project: Regional Mobility Policy Update

Subject: Task 8.2: Draft Regional Mobility Policy for the 2023 Regional Transportation Plan (10/28/22)

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## Introduction

Since 2019, Metro and the Oregon Department of Transportation (ODOT) have been 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 has been 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. To that end, the draft policy updates how the region defines and measures desired mobility outcomes for people, goods and services traveling in the Portland area to better support community plans and visions implementing the 2040 Growth Concept and meeting state and regional equity, climate and safety goals.

This document builds upon the draft mobility definition and foundational elements integral to achieving the region’s desired mobility outcomes supported by the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council in 2021, and presents a “Draft” regional mobility policy that was informed by deep research and technical analysis and significant input received from policymakers, practitioners and other project stakeholders throughout the process, including a series of workshops and forums convened in 2022.<sup>1</sup> This draft policy will be further tested and refined in 2023 as part of the update to the RTP that is underway. JPACT and the Metro Council are anticipated to consider final action on the 2023 RTP (and the updated mobility policy) in November 2023. Local implementation of the updated policy is anticipated to begin in 2025, pending completion of a number of state and regional actions described in the implementation action plan.

## Background and purpose

The determination that alternative mobility targets are necessary for the Portland metropolitan region was made through the 2018 Regional Transportation Plan (RTP) planning process. This 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

<sup>1</sup> The research and summary reports of the workshops and forums are posted on the project website at [www.oregonmetro.gov/mobility](http://www.oregonmetro.gov/mobility).

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 currently in the Chapter 3 (Section 3.2) of the RTP, alongside safety, equity, and climate. 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 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 improvements benefitting 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 enhance 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 for 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 trips<sup>2</sup> or "VMT per employee" for commute trips to/from work of an area.

<sup>2</sup> 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.

## 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.***

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

Closing gaps in networks, particularly pedestrian and bicycle networks, and closing special and temporal gaps in transit networks, can change 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 transportation facilities 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, transportation system management and operations (TSMO), and demand management can yield significant benefits for managing congestion and increasing reliability for all travelers. System completeness can be used as a measure of the availability of reliable travel options, including walking and biking. Average travel speed can be used as a measure to forecast areas of congestion including looking at the number of hours a facility is congested and the percentage of a facility that is congested for multiple hours per day. Average travel speed can also be used to look at total travel time between origin-destination pairs and identify bottlenecks that are most impacting reliability on key travel routes for vehicle modes, including freight and transit.

For Throughways, the essential function is throughput and mobility for motor vehicle travel, including transit and freight vehicles, to maximize movement of people and goods. 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 regional and statewide significance in a reasonable and reliable amount of time.

For most Arterials, depending upon the street design classification and freight network classification, the essential functions are transit, bicycle and pedestrian travel and access, while balancing motor vehicle travel and the many other functions of arterials in intensely developed

areas. Transit reliability on arterials can be improved with exclusive bus lanes, signal priority and other TSMO strategies. Improving automobile reliability through additional roadway capacity should follow the region's congestion management process and not come at the expense of non-motorized modes and achieving system completeness consistent with modal or design classifications in the RTP or achieving the VMT/capita target for the region or the jurisdiction.

### Performance Measures

Regional mobility within the Portland metropolitan area is multi-faceted and requires more than one performance measure to assess adequacy and needs, 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 was narrowed down to three measures. These measures, applied at different scales and to different facilities, are needed to assess overall system performance and whether the system of multi-modal networks is equitable, complete, safe, comfortable, and reliable.

**Table 1: Draft Mobility Policy Performance Measures**

Measure	Scale for Application	How it Would be Used	Expected Mobility Outcomes
<p><b>VMT/Capita for home-based trips</b></p> <p><b>and</b></p> <p><b>VMT/Employee for commute trips to/from work</b></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 (Metropolitan greenhouse Gas (GHG) Emissions Reduction rule) and OAR 660 Division 12 VMT/capita reduction targets and resulting in:</p> <ul style="list-style-type: none"> <li>• reduced need to drive</li> <li>• improved viability of using other and more efficient modes of transportation than the automobile and</li> <li>• preserving roadway capacity for transit, freight and movement for goods and services.</li> </ul>	<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>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 planned system would be defined through system planning and include local, collector and arterial network connectivity, the future number of through lanes, type of bicycle facility, sidewalks, pedestrian crossings at designated spacing, transit service, transit priority treatments and other transit supportive infrastructure, and TSMO/TDM elements.</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</b></p>	<p>Facility Level for Throughways (RTP, TSP, Plan Amendment)</p>	<p>Used to identify locations and the percentage of the RTP designated throughway system with poor reliability where due to recurring congestion, average travel speeds drop below an acceptable target for more than 4 hours per day.<sup>3</sup></p> <p>Addressing motor vehicle congestion through additional throughway capacity should follow the RTP system sizing policy and congestion management process<sup>4</sup> and OHP Policy 1G<sup>5</sup> 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 region or jurisdiction.</p>	<p><b>Reliability</b></p> <p>Safe, efficient and reliable travel speeds for people, goods and services.</p>

<sup>3</sup> When vehicle demand causes traffic speeds to drop below 35 mph on access controlled highways, traffic flows become unstable (more stop and go), the facility capacity drops, and the facility is able to move fewer cars per lane. Above 35 mph, traffic flows are more likely to be stable and capacity remains fairly consistent even as the speeds increase and greater distances are needed between vehicles.

<sup>4</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>5</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.

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

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 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 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 for all modes, and hours of congestion on the throughways.

These policies 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.

### Regional Mobility Policy Reminder:

This policy is not meant for use during development review of applications for development that is permitted outright but does apply to plan amendments per the TPR.

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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, improve the corridor average travel speed, and improve safety. 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.

Three performance measures as described in Table 2 will be used to assess the adequacy of mobility in the Portland metropolitan area for the regional networks 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 to system planning consistent with OAR 660-012, Sections 3.08.220 and 3.08.510 of the Regional Transportation Functional Plan (RTFP) and OHP Policy 1.G and assessing plan amendment consistent with OAR 660-012-0060.

### 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 VMT reduction targets.
- For plan amendments, VMT/capita 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>6</sup> and OHP Policy 1G<sup>7</sup>, and should not come at the expense of achieving the VMT/capita target.

<sup>6</sup> 2018 RTP Chapter 3 (pages 3-71 and 3-72) regarding RTP the Congestion Management Process state that “The RTP calls for implementing system and demand management strategies and other strategies prior to building new motor vehicle capacity, consistent with the Federal Congestion Management Process (CMP), Oregon Transportation Plan policies (including Oregon Highway Plan Policy 1G) and Section 3.08.220 of the Regional Transportation Functional Plan (RTFP). 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>7</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.

**Table 2: Draft Mobility Policy Performance Measure Targets**

Measure	Application	Target	
<b>VMT/Capita for home-based trips</b>  <b>and</b>  <b>VMT/Employee for commute trips to/from work</b>	System Planning	OAR 660 Division 44 ((Metropolitan Greenhouse Gas (GHG) Emissions Reduction rule)) and OAR 660 Division 12 set VMT/capita reduction targets with which the 2023 RTP update and local TSPs will need to comply. The VMT/capita targets are: 20% reduction by 2035, 25% reduction by 2040, 30% reduction by 2045 and 35% reduction by 2050 (from 2005 levels). <sup>6</sup>  The 2023 RTP and TSPs that meet this regional target will establish 2045 baseline VMT/capita and VMT/employee. All subsequent applications of this policy shall not increase VMT/capita or VMT/employee above the future baseline.	
	Plan Amendments <sup>1</sup>	The plan amendment will have equal to or lower forecast VMT/capita for home-based trips and equal to or lower forecast VMT/employee for commute trips to/from work than the District <sup>2</sup> .	
<b>System Completeness</b>	System Planning	Complete networks and systems for walking, biking, transit, vehicles, freight, and implement strategies for managing the transportation system and travel demand (See Table 3 for guidance and Table 4 for completeness elements by facility type). (The planned system, Strategic and Financially Constrained, will be defined in local jurisdiction TSPs and may not achieve completeness for all modes to target levels but the local jurisdiction TSP 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)	
<b>Hours of Congestion</b>		<b>RTP Motor Vehicle Designation</b>	<b>Target<sup>5</sup></b>
	System Planning <sup>3</sup>	<b>Throughways - Expressways<sup>4</sup></b> I-205 I-84 I-5 OR 217 US 26 (west of I-405) I-405 OR 213 from Beaver Creek Road to I-205OR 212-Sunrise Expressway	Average speed not below 35 mph for more than 4 hours per day
		<b>Throughways - Non-Expressways<sup>4</sup></b> OR 99W west of Sherwood OR 99E Portland to OR 212 OR 99E from south of Oregon City OR 213 south of Beaver Creek Road US 30 OR 47 OR 224 OR 212 US 26 south of OR 212	Average speed not below 20 mph for more than 4 hours per day
Plan Amendments	Same as system planning		

**Table Notes:**

<sup>1</sup> 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).

<sup>2</sup> Metro will establish VMT/capita “Districts” that identify TAZ groupings (subareas) with similar land use characteristics and forecast VMT/Capita. A spreadsheet or similar tool will be developed to help assess potential changes to VMT/capita and VMT/employee and potential mitigations to minimize the need for application of the regional travel demand model for all plan amendments.

<sup>3</sup> Addressing motor vehicle congestion through additional throughway capacity should follow the RTP congestion management process, Sections 3.08.220 and 3.08.510 of the Regional Transportation Functional Plan and OHP Policy 1G, and should not come at the expense of achieving system completeness for non-



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motorized modes consistent with regional modal or design classifications or achieving the VMT/capita target for the region or jurisdiction.

<sup>4</sup>Throughways are designated in the Regional Transportation Plan and generally correspond to Expressways designated in the Oregon Highway Plan. Some throughways designated in the RTP are not Expressways in the Oregon Highway Plan but serve an important statewide function.

<sup>5</sup>The target is used to identify areas of poor reliability where due to recurring congestion, average travel speeds drop below specified speed and duration thresholds. It will be used as a target to identify needs (deficiencies) and to assess the percentage of the throughway that meets the target. It will not be applied as a standard that creates conflict with meeting OAR 660 Division 44 VMT per capita reduction targets. Solutions to address identified needs should follow the RTP congestion management process, Sections 3.08.220 and 3.08.510 of the Regional Transportation Functional Plan and OHP Policy 1G, 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 region or jurisdiction.

<sup>6</sup>Meeting these targets sets the region on a trajectory to meet state goals adopted in 2007 to reduce total GHG emissions from all sources to 75% below 1990 levels by 2050

**Table 3: Guidance for Defining the Complete Planned System**

Mode	System Completeness Element	Supporting guidance
<b>Pedestrian</b>	Plan for complete network	RTFP, DLSTG, BUD
	Plan for adequate crossing spacing	RTFP, DLSTG, BUD
	Plan for adequate crossing treatments, including curb ramps	NCHRP 562
	Plan for a low-stress walking network to transit and other key destinations <sup>8</sup>	RTFP, APM, TriMet Pedestrian Plan
<b>Bicycle</b>	Plan for complete network	RTFP, DLSTG, BUD
	Plan for a low-stress bicycling network to transit and other key destinations	APM
	Plan for adequate bike parking at key destinations	RTFP, TriMet Bicycle Parking Guidelines
<b>Transit</b>	Plan for complete network	Regional Transportation Plan RTFP
	Plan for transit priority infrastructure (e.g., transit signal priority, queue jumps, semi-exclusive or exclusive bus lanes or transitways)	Regional Transit Strategy
	Plan for adequate bus stop amenities and other transit supportive facilities <sup>9</sup>	TriMet Bus Stop Guidelines
<b>Motor Vehicle</b>	Plan for adequate local, collector and arterial street connectivity	RTP, RTFP
	Plan for number of through lanes within maximum guidance	RTP, RTFP, DLSTG
	Plan/policy for where turn lanes will be permitted/prohibited and maximum number of turn lanes considering safety for all modes and land use context	APM, DLSTG, BUD
<b>TSMO</b>	Plan for infrastructure and programs, and maintain system compatibility	RTFP <sup>10</sup> Regional ITS Architecture Plan Regional TSMO Strategy
<b>TDM</b>	Plan for infrastructure and programs	RTFP Regional TDM guidance for TSPs <sup>11</sup>

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)

<sup>8</sup> Key destinations include but are not limited to: 2040 centers and main streets; major employers; transit stops and stations; grocery stores and farmers markets; childcare facilities, schools and colleges; medical or dental clinics and hospitals; government offices and other civic destinations; parks, recreation centers, trails, and open spaces; major sports or performance venues; and gyms and health clubs.

<sup>9</sup> Transit supportive facilities includes stations, hubs, stops, shelters, signs, and ancillary features.

<sup>10</sup> The implementation action plan includes updates to the RTFP to further include TSMO and TDM considerations.

<sup>11</sup> This document will outline how jurisdictions may incorporate TDM into their planning processes, providing guidance for supporting or requiring TDM delivery at site level, setting targets and objectives, and monitoring success. The document will be based on FHWA-HOP-12-035 national guidance, adapted to align with state and regional context including the updated ECO Rules, CFEC Rulemaking, and regional goals. The implementation action plan includes the development of this guidance in 2023.

**Table 4: System Completeness Elements by Facility Type**

Facility	System Completeness (Elements)
<b>Throughways</b>	Planned TSMO/ITS <sup>12</sup> infrastructure and programs Planned TDM <sup>13</sup> infrastructure and programs Planned street connectivity Planned transit service routes and service frequency Planned transit priority treatments and other transit supportive infrastructure Planned pricing strategies Planned travel lanes Planned regional trails/multi-use paths
<b>Arterials</b>	Planned TSMO/ITS <sup>14</sup> infrastructure and programs Planned TDM infrastructure and programs Planned street connectivity Planned transit service routes and service frequency Planned transit priority treatments and other transit supportive infrastructure Planned sidewalks and pedestrian crossings Planned bikeways Planned travel lanes

<sup>12</sup> Transportation System Management measures for throughways means techniques for increasing the efficiency, safety, capacity, or level of service of a transportation facility without increasing its size. Examples include, but are not limited to, access management, ramp metering, and restriping of high occupancy vehicle (HOV) lanes.

<sup>13</sup> Demand management means actions which are designed to change travel behavior in order to improve performance of transportation facilities and to reduce need for additional road capacity. Methods may include, but are not limited to, the use of non-driving modes, individualized marketing programs, commuter programs, trip reduction strategy for large employers, ride-sharing and vanpool programs, trip-reduction ordinances, shifting to off-peak periods, and parking management, including reduced, times or paid parking.

<sup>14</sup> Transportation System Management and Operations measures for arterials means techniques for increasing the efficiency, safety, capacity, or level of service of a transportation facility without increasing its size. Examples include, but are not limited to, traffic signal improvements, traffic control devices including installing medians and parking removal, channelization, access management, and restriping of high occupancy vehicle (HOV) lanes, including bus only lanes.

## System Planning Actions

A planned system that can be used to review system completeness is the primary outcome of system planning. VMT/capita and hours of congestion are applied to system planning to support the identification of the planned system. 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. System planning includes updates to long-range transportation plans, including the Regional Transportation Plan and locally adopted transportation system plans. System planning also includes planning for the transportation system in smaller geographies through ODOT facility plans, corridor refinement plans as defined in the RTP and OAR 660-012-0190, and area plans, including concept plans for designated urban reserve areas. The following actions describe how each of the performance targets shall be used in tandem in system planning, which is supported by the flow chart in Figure 1.

1. Division 44 GHG Emissions Reduction Rule) and OAR 660 Division 12 (Transportation Planning Rule) set a VMT/capita reduction target for the Portland metropolitan area<sup>15</sup>. The 2023 RTP will identify the strategies needed to achieve this target and result in 2045 baseline VMT/capita for the region. This future 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”<sup>16</sup> with similar land use and VMT characteristics by Metro through the 2023 RTP update and implementation process. 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 will vary.
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 “Districts” covering 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 movement of goods and services. At the first major TSP update after this policy is implemented, system plans shall demonstrate that the planned transportation system achieves the regional OAR 660 Division 44 (GHG Emissions Reduction Rule) and OAR 660 Division 12 (Transportation Planning Rule) targets and that future system plan updates maintain or reduce aggregate VMT/capita for home-based trips and VMT/employee for commute trips to/from work for the “Districts” in the plan area compared to the 2045 baseline set in the 2023 RTP. Projections of VMT/capita must incorporate the best available science on latent and induced travel of additional roadway capacity consistent with OAR 660-012-0160.

<sup>15</sup> The Division 44 VMT reduction 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 VMT reduction targets as measured via a different tool.

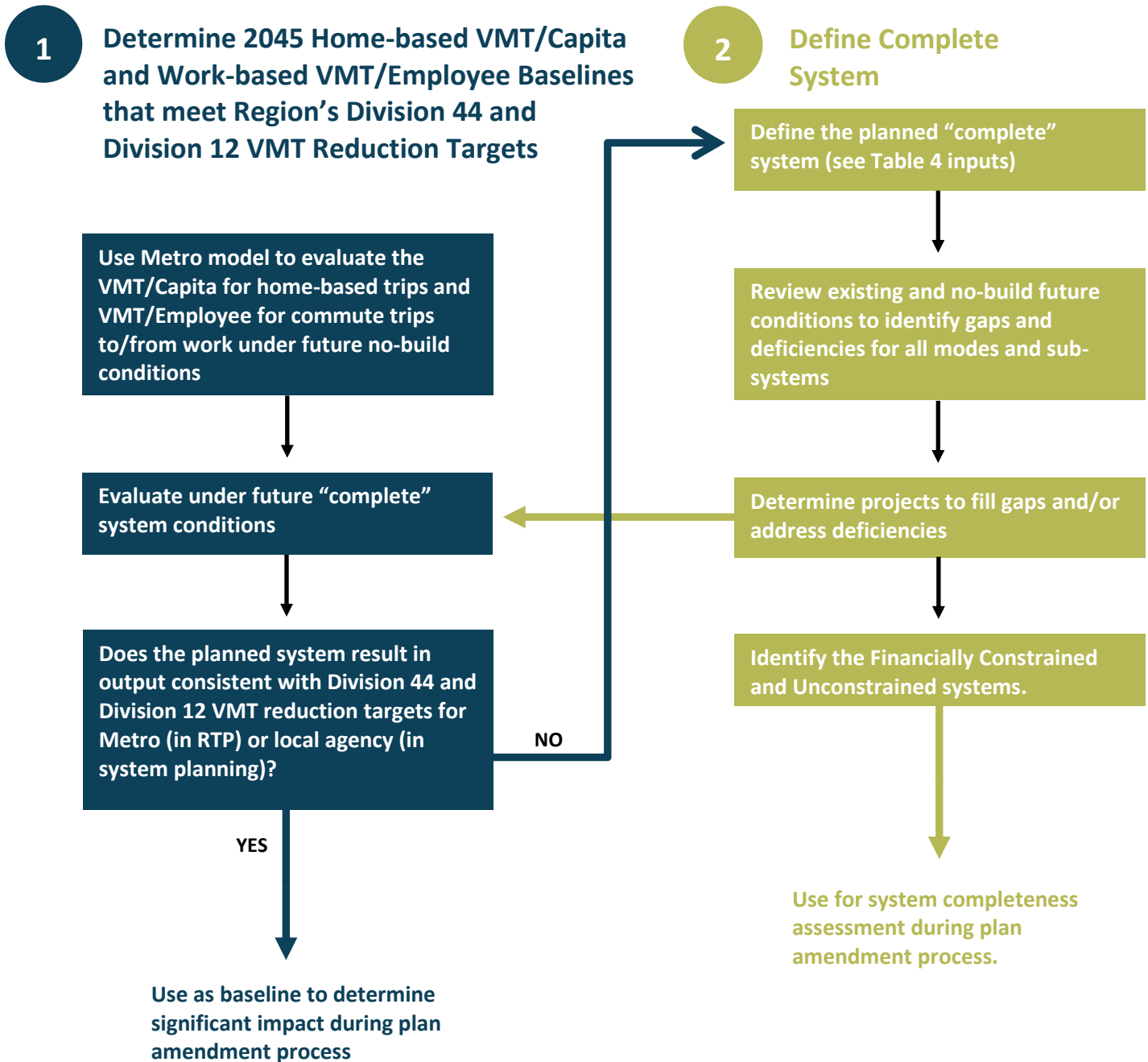
<sup>16</sup> VMT/capita “Districts” will be established that identify TAZ groupings (subareas) with similar forecast VMT/capita, considering use of RTP mobility corridor geographies as a starting point.

3. System completeness definitions in guidance documents shall be used to identify needs and ensure that the planned transportation system is increasing connectivity and improving safety of the multimodal network. The planned system shall be established in local transportation system plans consistent with the RTP and RTFP for each facility and will vary based on the modal functional classification and design classification. Table 3 provides guidance for defining the planned system and Table 4 identifies the elements that must be identified for each facility or service type.
4. Hours of congestion for throughways based on average travel speed targets shall be used to assess performance of throughway facilities within the system planning study area for safe, efficient, and reliable speeds. Targets will include a target minimum average travel speed that shall be maintained for a specific number of hours per day, recognizing that the target average speed is not likely to be met during a number of peak hours, as described in Table 2. The percentage of the throughway system meeting the target may also be considered. These targets shall inform identification of transportation needs and consideration of system and demand management strategies and other strategies<sup>17</sup> 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 region or jurisdiction. Analysis segmentation of facilities within the study area will be determined based on the analysis software or modeling tool utilized.<sup>18</sup> Projections of VMT/capita must incorporate the best available science on latent and induced travel of additional roadway capacity.
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 as queues impact mainline operations and crashes affecting reliability. Deceleration space for vehicles exiting throughway mainlines 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. Throughway off-ramp terminal intersection and deceleration needs shall be evaluated through system plans such as Interchange Area Management Plans, Corridor Plans, and Sub-area Plans.
6. In system plans, when identifying transportation needs and prioritizing investments and strategies, projects that create greater equity and reduce disparities between “Equity Focus Areas” and “Non-Equity Focus Areas” shall be prioritized. This action aims to improve equitable outcomes by burdening underserved populations less than and benefiting underserved populations as much or more as the study area population as a whole. Because the Equity Focus Areas as defined by the RTP are based on a regional average comparison, local governments shall conduct a more specific equity analysis at the local TSP scale consistent with OAR 660-012-0135.

<sup>17</sup> The RTP system sizing policies, regional congestion management process and OHP Policy 1F will be followed to determine mitigations that support meeting the hours of congestion threshold.

<sup>18</sup> 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 Mobility Policy Measures



### Plan Amendment Evaluation Actions

All three 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 660-012-0060) and is supported by the flowchart in Figure 3.

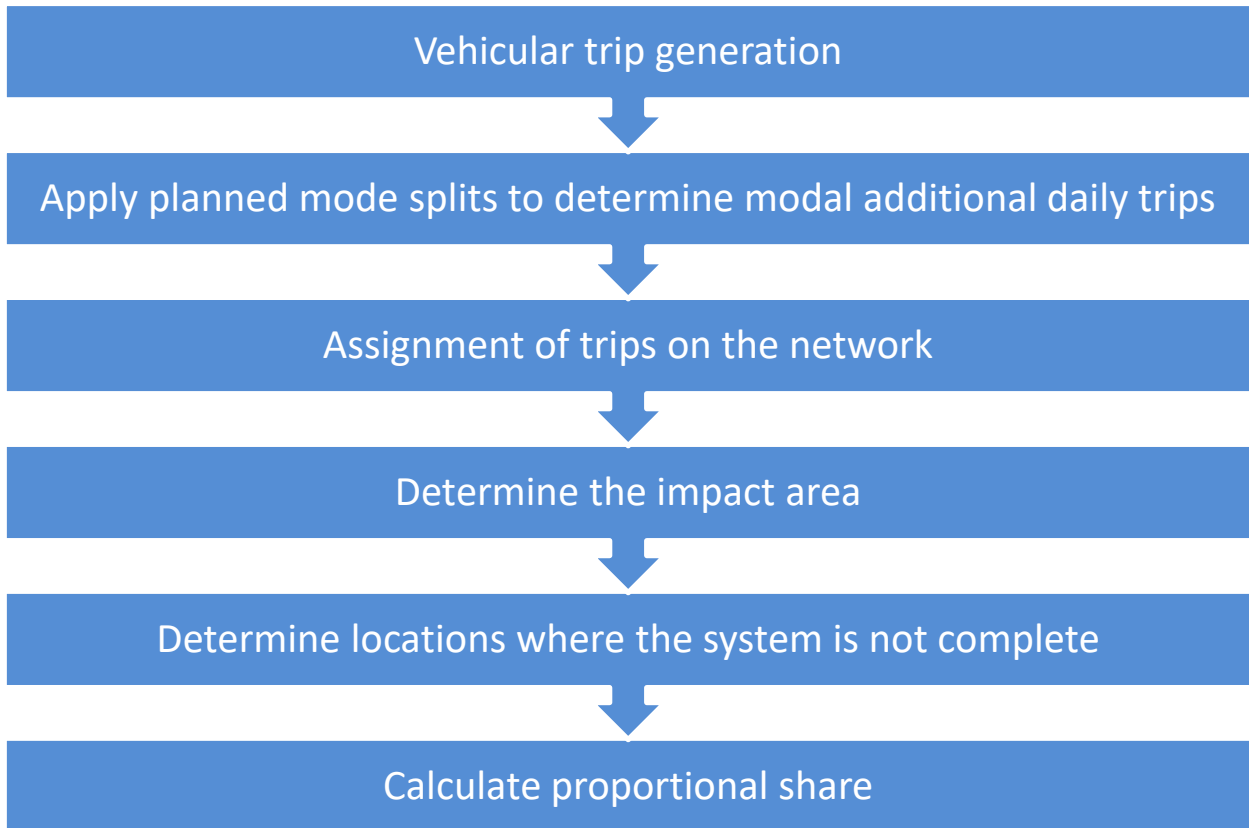
1. Comprehensive plan amendments that do not surpass the trip generation thresholds in the Oregon Highway Plan Policy 1F will be found to have no significant impact and are not required to further evaluate VMT/capita, hours of congestion, or system completeness.
2. In a jurisdiction with a TSP that has demonstrated compliance with achieving the region's Division 44 and Division 12 VMT reduction targets, comprehensive plan amendments that are forecast to maintain or lower VMT/capita for home-based trips and VMT/employee for commute trips to/from work compared to their 2045 baseline that achieve Division 44 targets, shall be found to have no significant impact consistent with the Transportation Planning Rule (OAR 660-12-0060)
3. Comprehensive plan amendments that have a significant impact because they a) increase VMT/capita for home-based trips or VMT/employee for commute trips to/from work or b) the jurisdiction has not demonstrated compliance with OAR 660 Division 44 and Division 12 VMT reduction targets shall mitigate that impact by adjusting their land use plan, supporting VMT/capita reduction through enhancing non-vehicular modes beyond what's in the financially constrained transportation system plan, 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.
4. 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 or mitigate the safety impacts of additional vehicle trips. In addition to addressing system completeness, a large plan amendment that is found 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 the hours of congestion target shall follow the RTP congestion management process, Sections 3.08.220 and 3.08.510 of the Regional Transportation Functional Plan and OHP Policy 1G and shall not come at the expense of achieving the VMT/capita target for the region.
5. Small scale 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 to support reduced VMT/capita such as land use, travel demand management, and/or off-site mitigations to support VMT reduction or mitigate safety impacts of additional trips.
6. 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 additional projects in the unconstrained transportation system plan, not included financially constrained transportation system plan, will be established based on additional daily trips for the plan amendment for both multi-modal trips as well as the vehicular trips for which the increased VMT/capita is being mitigated, as described in Figure 2.

7. 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 additional daily trips
  - a) Degrades the hours of congestion of an existing or planned transportation facility such that it would not meet the performance target identified Table 2; or
  - b) Degrades the hours of congestion of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in Table 2.
8. Interchanges within the vehicular impact area shall be assessed for off-ramp queuing 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.

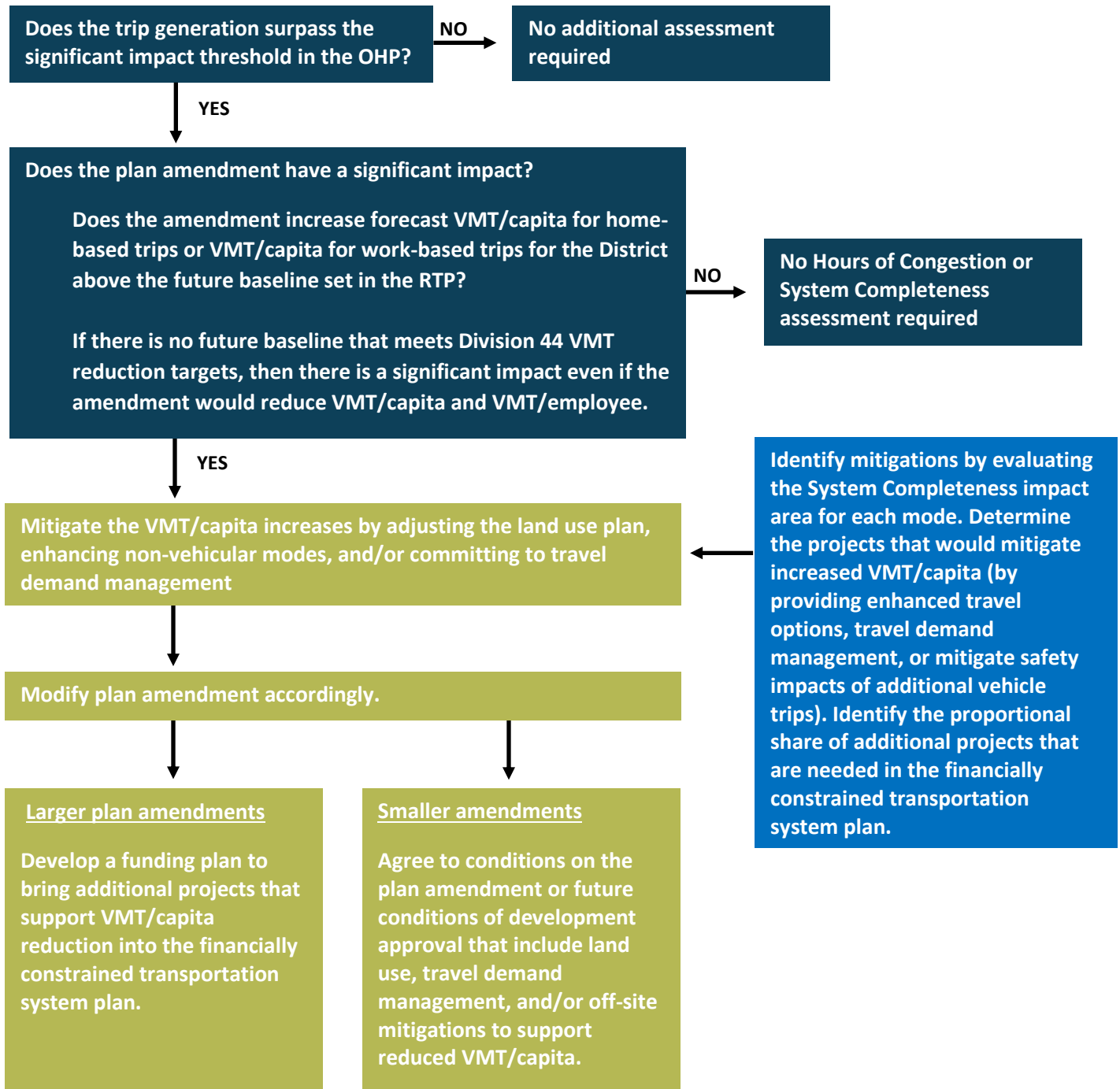


**Figure 2: Guidance for Assessing Plan Amendment Impacts**



**Figure 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 Mobility Policy Measures**



**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 to address needs of plan amendment (applies to larger plan amendments only)	3. Determine locations and quantity of gaps in the planned system within the study area
<b>Pedestrian</b>	Along facilities within 1/2-mile network routing from site in all directions	n/a	Missing pedestrian crossings
	Along facilities within 1/2-mile network routing from site in all directions	Review NCHRP 562	Missing pedestrian crossing treatments (islands, medians, pedestrian beacons or signals, pedestrian crossing timing, etc.)
	Along facilities within 1/2-mile network routing from site in all directions	n/a	Curb-miles of low-stress pedestrian facilities gaps
<b>Bike</b>	Along facilities within 1/2-mile network routing from site in all directions	n/a	Curb-miles of low-stress bicycle facilities gaps
	Along facilities within 1/2-mile network routing from site in all directions	n/a	Missing bicycle crossings, signals, or signal phases
	Along facilities within 1/2-mile network routing from site in all directions	Review TriMet Bicycle Parking Guidelines	Missing bike parking
<b>Transit</b>	Along facilities within 1/2-mile network routing from site in all directions	Review TriMet Bus Stop Guidelines	Missing bus stops amenities by amenity type
		Review TriMet Enhanced Transit Toolbox	Missing transit priority treatments (e.g., transit signal priority, queue jumps, bus-only lanes)
		n/a	Missing transit supportive infrastructure
<b>Motor Vehicle</b>	Along facilities within 1/2-mile network routing from site in all directions or 10% change in traffic volumes (whichever is greater)	n/a	Centerline-miles of roadway gaps
	Along facilities within 1/2-mile network routing from site in all directions	Review travel speeds, off-ramp queuing	Lane-miles of throughway lane gaps
<b>TSMO</b>	Along facilities within 1/2-mile network routing from site in all directions	n/a	Gaps in ITS infrastructure along TSMO 'Key Corridors' <sup>19</sup> (per Regional TSMO Strategy and RTP); Missing ITS projects (per TSP)
<b>TDM – Infrastructure</b>	Along facilities within 1/2-mile network routing from site in all directions	n/a	Missing TDM projects (per TSP)
<b>TDM - Programming</b>	Site-based/within site boundaries	n/a	Agreement to fulfill required programming (per TSP)

**Table Notes:**

Distances apply to ODOT review of state highways for plan amendments. Local jurisdictions may define distances for review of their facilities in their codes related to plan amendments.

Off-site improvements required during either the plan amendment or development review process will continue to be relate to the impact of the development

<sup>19</sup> TSMO Key Corridors will be based on the 2018 RTP TSMO network map (figure 3.28). The implementation action plan includes further development of TSMO Key Corridors, to be defined and mapped for inclusion in the 2023 RTP.

## Regional Mobility Policy for the Portland Metropolitan Area

### Draft Implementation Action Plan

The following describes actions necessary to implement the proposed policy including steps to incorporate the policy into existing policy documents, guidance and procedures, and development of the data and tools needed for practitioners to implement the policy. The implementation actions are organized by these estimated time periods:

- **2023**
- **2024**
- **2025 and beyond**

A lead agency and timing for completion is identified for each action along with a brief description of the action. Lead agencies are Metro and ODOT. Partners include cities, counties, transit providers, Port districts and other partners in the greater Portland region.

These actions are draft and subject to further refinement in 2023 as the policy is tested and refined during the 2023 Regional Transportation Plan (RTP) update. These implementation actions will be completed as resources are available.

#### 2023 Actions

- **Test and refine the draft Regional Mobility Policy through 2023 Regional Transportation Plan update.** An initial step of this work will be testing the draft measures and targets as part of the system performance analysis for the 2023 RTP. The results of this analysis will be used to further refine how the policy is applied in system planning. This work includes incorporating the regional mobility policy language in the in Chapter 3 (Section 3.2) of the RTP, alongside safety, equity, and climate policies. To be consistent with the format of the RTP, explanatory text for each of the six policy statements will be developed with specific actions to implement each. Other RTP policies may also need to be updated to reflect the regional mobility policy and how it is applied, including the RTP congestion management process. Chapter 2 of the RTP will be updated to incorporate the draft measures and targets and any refinements identified through testing. Chapter 8 of the RTP will be updated to incorporate the implementation action plan to support implementation of the regional mobility policy. Additional implementation actions may be identified through the 2023 RTP update and will be included. This work will be completed in coordination with ODOT and cities, counties, and other partners in the region.

**Lead Agency:** Metro

**When:** Winter-Spring 2023

- **Establish baseline VMT/capita for home-based trips and VMT/employee for commute trips to/from work in the 2023 RTP.** This work will be completed as part of the 2023 RTP update and includes defining “districts” within the regional modeling tools for which baseline VMT/capita for home-based trips and VMT/employee for commute trips to/from work will be established, considering the RTP mobility corridors geographies as a starting point. This work will be completed in coordination with ODOT and cities and counties in the region.

**Lead Agency:** Metro

**When:** Spring 2023

- **Develop hours of congestion and travel speed forecasting guidance.** This work will be completed as part of the 2023 RTP update in coordination with ODOT. This work includes documentation of methods and development of guidance on calculating hourly average travel speed and hours of congestion on throughways 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. This work may identify updates to ODOT’s Analysis Procedures Manual and/or other procedures to reflect this guidance.

**Lead Agencies:** Metro and ODOT

**When:** 2023

- **Further define and map TSMO “Key Corridors” for inclusion in 2023 RTP.** This action as called for in the 2021 Regional TSMO Strategy and will support implementation of the updated mobility policy. TSMO Key Corridors will be based on the 2018 RTP TSMO Network Map and will represent the network in which transportations systems management strategies are most essential. This work will be completed in coordination with ODOT and cities and counties in the region.

**Lead Agency:** Metro/TransPort

**When:** Winter-Spring 2023

- **Update Multimodal System Inventories.** Update the Statewide Active Transportation Network Inventory in the Portland region in coordination and collaboration with Metro and local governments as a tool to support implementation of the updated Regional Mobility Policy and reporting for OAR 660-012 and OAR 660-044, building from local and regional (RLIS) system data. The Regional Land Information System (RLIS) Metro maintains and data collected by local governments and reported to Metro provide important information to support this action.

**Lead Agency:** ODOT

**When:** 2023-24

- **Develop implementation guidance for TDM/TSMO to support the Regional Mobility Policy.** Guidance will identify expectations for system completeness for TDM/TSMO at a regional level, identify roles and responsibilities for Metro and its partners in implementation, include recommended processes for system planning and plan amendments for local jurisdictions, and provide TDM tools to support implementation. The TSMO guidance will likely include a checklist, using the existing Regional ITS Architecture Plan and ITS checklist as a starting point. The Regional ITS Architecture Plan allows a local agency to track how information flows among transportation operators to manage the multimodal system and assures the equipment they put into capital projects is effective and interoperable, satisfying requirements of the region, ODOT and FHWA. This work will be completed in coordination with ODOT, cities and counties and other partners in the region.

**Lead Agency:** Metro

**When:** 2023-24

- **Adopt the final Regional Mobility Policy in the 2023 Regional Transportation Plan.** The 2018 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.

**Lead Agency:** Metro

**When:** Nov. 2023

#### 2024 Actions

- **Request consideration of the Regional Mobility Policy for the Portland metropolitan area in the updated Oregon Highway Plan to reflect the regional mobility policy adopted in the 2023 Regional Transportation Plan.** An update of the Oregon Highway Plan is planned for 2023-24, following the adoption of the new Oregon Transportation Plan. The updated Regional Mobility Policy is anticipated to replace Table 7 in the current OHP Policy 1F. Request new OHP to integrate explanatory text, performance measure targets, and other state guidance for transportation system planning for state highways in the Portland metropolitan area, consistent with the updated policy. The requested new policy will include removal of the recommendation in the Oregon Highway Plan for local agencies to adopt ODOT mobility standards for development review purposes.

**Lead Agencies:** Metro and ODOT

**When:** 2024

- **Amend Regional Transportation Functional Plan (RTFP), Title 3, Transportation Project Development, to reflect the Regional Mobility Policy.** Title 3 includes current mobility targets in Table 3.08-2; Sections 3.08.210 and 3.08.220 address identification of transportation needs and solutions; Section 3.08.230 defines performance targets and standards and requires Oregon Transportation Commission approval for local adoption of mobility standards for state highways that differ from those in Table 3.08-2. This work will develop guidance and methodologies for needs and solutions analysis to establish an evaluation and reporting process that an agency must follow to demonstrate that the RTP congestion management process was used and that other solutions were analyzed first before capacity-adding projects consistent with state and regional policies, OAR 660-012-0830 and Sections 3.08.210 and 3.08.220 of the RTFP. Other functional plan amendments may be needed to implement the final adopted policy. This work will be completed in coordination with ODOT, DLCD, transit providers, cities, counties and other partners in the region.

**Lead Agency:** Metro

**When:** 2024

- **Develop a VMT-based tool to support evaluation of plan amendments.** The spreadsheet or similar tool will help assess potential changes to VMT/capita and VMT/employee for commute trips and potential mitigations to minimize the need for application of the regional travel demand model for all plan amendments. Before leading the tool development, ODOT would develop data and tool specifications, review relevant research, and conduct sensitivity testing in coordination with Metro and other MPOs. This tool is anticipated to support implementation of this policy and OAR 660-012 and OAR 660-044 statewide. The tool would have three main functions:

Task 8.2: Draft Regional Mobility Policy for the 2023 Regional Transportation Plan (10/28/22)

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- Provide the starting VMT/capita and VMT/employee starting values for projects to use. These starting values could be presented at the traffic analysis zone (TAZ) level or District level.
- Assess the direction and magnitude of change to VMT/capita and VMT/employee that would result from the proposed land use changes.

Evaluate the effectiveness of potential mitigation actions, including changes to planned land use and circulation, improved transit, bicycling, and walking facilities, and the implementation of travel demand management (TDM) programs.

**Lead Agency:** ODOT

**When:** 2024-25

- **Update Regional Transportation Functional Plan to encompass additional relevant TSMO and TDM system planning guidance.** Consider how the plan amendment and development review processes could support citywide and county-wide initiatives identified in TSPs such as ITS plans, wayfinding programs, and demand management programs. This work will be completed in coordination with ODOT, DLCD, DEQ, transit providers and cities and counties in the region.

**Lead Agency:** Metro

**When:** 2024

- **Update ODOT's Analysis Procedures Manual, development review procedures, and TSP guidelines to reference the updated Regional Mobility Policy.** The development review procedures will be updated to provide guidance on assessing impacts of plan amendments on ODOT facilities. The updates will build on updates planned to start in 2023 to support implementation of OAR 660-012 and OAR 660-044 and the new OHP when it is adopted.

**Lead Agency:** ODOT

**When:** 2024

- **Determine remaining needs for updates to the Oregon Highway Design Manual to acknowledge the adopted Portland Metro area mobility policy.** The updates will build on updates planned to start in 2023 to support implementation of OAR 660-012 and OAR 660-044.

**Lead Agency:** ODOT

**When:** 2024

- **Develop model codes and guidance to support local implementation.** Develop guidance to local jurisdictions (potentially in the RTFP) on how the RMP could be applied to their facilities for reviewing plan amendments and land development applications. Applying the RMP to local jurisdiction facilities requires amendments to local jurisdiction standards for their facilities through their TSPs and land development codes. This work will be completed in coordination with ODOT, DLCD, transit providers and cities and counties in the region.

**Lead Agency:** Metro

**When:** 2024

## 2025 and Beyond Actions

- **Implement Regional Mobility Policy through local TSP and comprehensive plan updates.** Local TSP and plan updates will apply the new mobility policy in their system planning and update local codes and ordinances to reflect the new policy in requirement for plan amendments and project development. This work includes incorporating regional performance targets that apply to plan amendments to ensure that the proposed changes are consistent with the planned function, capacity, and performance standards of state and regional facilities. Local jurisdictions that have adopted ODOT's OHP V/C targets as standards in their development codes, may also replace these v/c targets with the new mobility policy and performance targets. This work will be completed in coordination with ODOT and Metro.

**Lead Agency:** Cities and counties

**When:** 2025 and beyond

- **Incorporate Regional Mobility Policy Implementation Guidance for TDM into Metro's Regional Travel Options (RTO) Strategy Update.** RTO staff seeks to be responsive to new policy direction (including the Regional Mobility Policy Update, 2023 RTP Update, and the DEQ Employee Commute options Rules Update) as well as internal program direction (including the 2022 RTO Racial Equity Strategy, 2022 Commute Program Analysis, and updates to the RTO Grant Program). These inputs set the RTO Program on a revised trajectory of program and service delivery which will be reflected in an update to the 2018 RTO Strategy, the program's 10-year strategic plan. The RTO Strategy Update will articulate a regional vision for TDM, including a roadmap for Metro and partners in supporting this vision.

**Lead Agency:** Metro

**When:** 2025-2026

- **Update Transportation Analysis Zones (TAZs) to support local and regional planning needs.** Refine TAZ boundaries or establish additional TAZs to better align with jurisdictional, urban growth boundaries and other planning needs.

**Lead Agency:** Metro

**When:** 2026-28

- **Expand the region's Dynamic Traffic Assignment capabilities.** This work would expand the region's existing model(s) to calculate hourly average travel speeds for all throughways and other reliability measure outputs within a capacity constrained model. Guidance will be developed to consistently calculate hourly average travel speed using DTA model. This work will also determine if thresholds should be adjusted if analysis is adjusted to use the DTA model. This work will be completed in coordination with ODOT and other state and regional modeling collaboration efforts described below.

**Lead Agency:** Metro

**When:** TBD



- **State and Regional Modeling Collaboration.** Modify and create new regional modeling tools in coordination with the Oregon Modeling Statewide Collaborative (OMSC) to better account for all modes of travel, including light-duty commercial travel, in support of implementation of this policy and OAR 660-012 and OAR 660-044. This includes support for the statewide joint-estimation and regional deployment of ActivitySim and supporting tools, which will better integrate State and Regional modeling efforts, particularly where these models overlap and exchange data.

**Lead Agency:** Metro and ODOT

**When:** TBD