



TRANSPORTATION POLICY ALTERNATIVES COMMITTEE
November 22, 2013
Metro Regional Center, Council Chamber

MEMBERS PRESENT

Karen Buehrig
Chris Deffebach
Courtney Duke
Steven Entenman
Adrian Esteban
Elissa Gertler, Chair
Carol Gossett
Judith Gray
Scott King
Nancy Kraushaar
Heather McCarey
Dave Nordberg
Cora Potter

AFFILIATION

Clackamas County
Washington Co.
City of Portland
Community Representative
Community Representative
Metro
Community Representative
City of Tigard, representing Cities of Washington County
Port of Portland
City of Wilsonville, representing Cities of Clackamas Co.
Community Representative
Oregon Department of Environmental Quality
Community Representative

MEMBERS EXCUSED

Steve Entenman
Scott King
Alan Lehto
Dean Lookingbill
Heather McCarey
Dave Nordberg
Satvinder Sandhu
Rian Windsheimer

AFFILIATION

Community Representative
Port of Portland
TriMet
Southwest Washington Regional Transportation Council
Community Representative
Oregon Department of Environmental Quality
Federal Highway Administration
Oregon Department of Transportation

ALTERNATES PRESENT

Ken Burgstahler
Eric Hesse
Ron Papsdorf
Lanie Smith
Joanna Valencia

AFFILIATION

Washington State Department of Transportation
TriMet
City of Gresham, representing Cities of Multnomah Co.
Oregon Department of Transportation
Multnomah Co.

STAFF: Taylor Allen, Grace Cho, Andy Cotugno, Kim Ellis, Ted Leybold, Kelsey Newell.

1. CALL TO ORDER, DECLARATION OF A QUORUM

Chair Elissa Gertler declared a quorum and called the meeting to order at 9:35 a.m.

2. COMMENTS FROM THE CHAIR AND COMMITTEE MEMBERS

Ms. Grace Cho of Metro announced that Metro staff will solicit comment through an online survey distributed to 2016-2018 RFFA participants, TPAC and JPACT members for the purposes of collecting feedback about the 2016-2018 Regional Flexible Fund Allocation process and outcomes. Comments collected will provide direction for the policy framework for future cycles of Regional Flexible Fund Allocation.

Chair Gertler recognized Scott King of the Port of Portland in appreciation of his dedicated service and contributions to JPACT as a member.

3. CITIZEN COMMUNICATIONS ON TPAC ITEMS

There were none.

4. CONSIDERATION OF THE MINUTES FOR NOVEMBER 1, 2013.

MOTION: Mr. Eric Hesse moved, Mr. Adrian Esteban seconded to adopt the minutes for November 1, 2013 as amended including the following language:

- “Chair Gertler adjourned the meeting at 12:03 ~~a.m.~~” **p.m.**

ACTION: With all in favor, the motion passed as amended.

5. CLIMATE SMART COMMUNITIES SCENARIOS PROJECT – FIRST LOOK AT RESULTS

Ms. Kim Ellis provided an overview of the Climate Smart Communities Scenarios Project. In 2009, the Oregon Legislature mandated that the Portland metropolitan region reduce per capita greenhouse gas emissions for light duty vehicles by 20 percent below 2005 levels by 2035. Additionally, the region must select a preferred approach by December 31, 2014. The goal of the Climate Smart Communities Scenarios Project is to engage community, business, public health and elected leaders in a discussion to shape a preferred approach that meets the state mandate and supports local and regional plans for downtowns, main streets and employment areas. The Climate Smart Communities Scenarios Project is currently in Phase 3, shaping a draft preferred scenario by examining results from Part II’s report on scenarios’ cost analysis relative to fiscal, public health and social equity outcomes. Council will be asked to select a preferred approach in December 2014 for the Land Conservation and Development Commission to review early 2015.

Ms. Ellis provided a summary of the three scenarios and key assumptions to achieve local and regional plans through 2035:

- Scenario A shows results of implementing adopted local and regional plans to the extent possible with existing revenue;

- Scenario B shows the results of successfully implementing adopted local land use and transportation plans and the current RTP, which relies on increased revenue;
- Scenario C shows the results of pursuing new policies and revenue sources, additional investment, and realizes the Southwest Corridor vision.

Ms. Ellis highlighted changes to the overview of scenario assumptions that relate to electric vehicle share of the fleet that is assumed by 2035.

Metro used the GreenSTEP model to compare and evaluate the following outcomes across the three approaches: greenhouse gas emissions, housing and jobs, travel, access to transit and destinations, and air quality. The GreenSTEP model also provides a methodology for monetizing social costs which will be further utilized as a basis for comparison in shaping the preferred scenario. Social costs are defined as costs paid for by society as a result of public health and environmental impacts. Part II of Phase 3 has monetized social cost calculations based on vehicle miles driven and fuel consumed. Some examples of the social costs reported in the analysis include the costs of air pollution on public health and the environment, costs of environmental pollution from vehicle fluids and the costs of severe storms. The methodology does not account for other social costs such as the costs of congestion (reported separately), crashes (which is covered under vehicle ownership costs within GreenSTEP), habitat loss from infrastructure construction or water quality degradation from storm water run-off.

Member comments included:

- Members asked clarifying questions about the GreenSTEP model's exclusion of social costs such as congestion and crashes and the effects of the missing costs on revenue in reference to savings per household.
- Members suggested including a bar graph of all households' access to transit in order to compare low income families for each scenario. Ms. Ellis stated that a scorecard is being developed to summarize key takeaways and supporting data at a glance to further compare the scenarios.
- Members recognized the additional fuel costs and fee costs that generate revenues that contribute to a behavior and efficiency patterns that saves households money.
- Members asked clarifying questions about the transit access measure qualifications for "most" and "some" access. Members suggested including a map with actual lines that also capture frequency. Ms. Ellis stated that the areas with "most" transit is defined as areas that are serviced by multiple lines including bus and high capacity transit. Areas that have "some" service do not have the same intensity of service as "most" areas. The areas with no transit have no fixed rate service within a one half of a mile.
- Members recommended using a representative scale of the bar graph that displays annual freight truck travel costs due to delay.
- Members explained that project lists are being compiled for the Regional Transportation Plan Update that will be included as part of the preferred scenario to the exclusion of marketing and incentives and financing choices that should be captured in the scenario planning analysis.
- Members discussed updating the relative dollar amounts utilized in the scenario planning to anticipate changes or increases in project implementation costs. Ms. Ellis confirmed that the analysis states the dollar cost relative to 2014 and the GreenSTEP model utilizes 2005

dollars so the costs and savings are likely higher than what is being reported from GreenSTEP and that will be considered as the project moves forward.

- Members expressed interest in viewing social costs compared to direct costs per household as well as including a method to understand the relative impact of the different levers in each scenario to conduct an effective cost-benefit assessment. Ms. Ellis stated that sensitivity testing was conducted for the scenarios in Phase 1 to develop a star rating that estimated the potential for greenhouse gas reduction and transit is a significant policy lever.
- Members suggested including other ways to capture low income families' benefits to access to transit that could include sidewalk and bike infrastructure, density and access to healthy food choices.

6. DRAFT METHODOLOGY FOR THE BENEFITS AND BURDENS DISPARATE IMPACT ANALYSIS FOR THE 2015-18 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM AND 2014 REGIONAL TRANSPORTATION PLAN

Ted Leybold introduced Ms. Grace Cho of Metro who provided an overview of the draft methodology for the benefits and burdens analysis as required by Executive Order 12898 on Environmental Justice and the disparate impact analysis as required by Title VI of the 1964 Civil Rights Act. These analyses are required to be conducted on regional activities, including the 2016-2018 Metropolitan Transportation Improvement Program (MTIP) and the 2014 Regional Transportation Plan (RTP) update. She stated the purpose of the presentation was to provide an outline of the preliminary methodology approach for the two analyses which consists of two parts. Part I is composed of definitions, thresholds and categories of investments and establishes the quantitative comparison analysis. Part II included a qualitative methodology that involves understanding the results from Part I and considers next steps such as mitigation, policy change and justification. The full presentation is included as a part of the meeting record.

Feedback will be solicited for both the quantitative and qualitative portions of the equity analyses. Methods of engagement will include: conducting an online survey to target audiences and hosting facilitated discussions with targeted technical audiences. The equity analysis is scheduled to be conducted during the late winter or early spring of 2014.

Member Comments Included:

- Members asked clarifying questions related to best practice methodology that already exists and is utilized in congruence with Title VI of the 1964 Civil Rights Act requirements. Members explained that Title VI requirements mandate specific analysis of racial and ethnic minorities, people with low income and limited English proficiency populations and expressed concern with additionally including elderly and youth populations in the equity analysis. Ms. Cho stated that practices from other metropolitan planning organizations have been considered in regards to the comparative quantitative analysis. She confirms that access to reliable data sources allows for additional inclusion of the elderly and youth populations in the analysis.
- Members expressed concern regarding the benefits and burdens analysis explicated in Attachment A and whether certain populations of the environmental justice community

were being proportionately represented. Mr. Leybold stated that each population will be measured individually and the quantitative method will identify significant concentrations of these communities. However an overlapping quantitative measurement of the communities is still being explored.

- Members expressed interest in the quantitative methodology utilized in the equity analysis to measure how environmental justice communities experience transportation investments like roadway, bridges, new capacity and streetscape retrofit as benefits and burdens. Additionally members expressed concern that the investments used to calculate the ratio were aggregated by type however that may not adequately represent differences in the burdens or benefits of investments on various environmental justice communities. Ms. Cho stated that the benefits and burdens calculations are subjective and individualized so it is appropriate to capture in a qualitative assessment.
- Members expressed concern with the use of the quantitative and qualitative assessment measures being utilized to inform the disparate impact equity analysis.
- Members asked clarifying questions regarding the purpose of the online survey and whether the proposed survey pool was representative. Ms. Cho stated that the current outreach being conducted is technical, targeted and focused to solicit opinion about the qualitative and quantitative methods from a pool of individuals who possess local knowledge and expertise in transportation equity issues.
- Members suggested outreach to local jurisdictions throughout the metropolitan region that are currently conducting Title VI plans to receive more general information.

7. WESTSIDE FREIGHT ACCESS AND LOGISTIC ANALYSIS

Derrick Olsen of Greater Portland Inc. introduced the Greater Portland Export Initiative by presenting a short video that can be found at the following web address:

<http://www.youtube.com/watch?v=7Hxw66x7JAK>. The Greater Portland Export Initiative is a three year strategic plan for export growth in the Greater Portland region. The business plan calls on Greater Portland to make a transformational shift towards the export of goods and services as a central component of economic development efforts and private sector business plans. The Greater Portland Initiative Business Plan is comprised of four strategies that include support and leverage primary exporters, catalyze under exporters, enhance the export pipeline and brand and market greater Portland's global edge. The first strategy informed the basis for conducting the Westside Freight Access and Logistic Analysis.

Garth Appanaitis of DKS Associates provided an overview of the Westside Freight Access and Logistic Analysis. The study confirmed through a number of industry interviews that Portland is the key destination for movement of consumer and export goods from the Westside. Some examples of reliability challenges that face existing routes include limited route choice, US 26 travel time reliability and freeway access. Three strategies were developed to meet the specific needs of Westside consumer and export freight movements to consolidations areas in the Portland area. These strategies were selected because they have the potential to increase travel time reliability and can be implemented in the near term. The strategies include enhanced traveler information, US 26 Truck ramp meter bypass and enhanced freeway incident response. The full presentation is included as a part of the meeting record.

Member Comments Included:

- Members asked clarifying questions regarding the components of enhanced freeway incident response. Mr. Appanaitis confirmed that enhanced freeway incident response is defined as improved clearance time from when an incident occurs to when it is no longer blocking traffic. He suggests that clearance time can be improved in a number of ways including establishing protocol in place for minor incidents and emergency personnel response time.
- Members showed interest in how the Westside Freight Access and Logistics Analysis relates to existing and proposed plans. Mr. Appanaitis confirmed that prior regional plans concerning multi-use paths that had the potential for mobility improvement in reference to freight were considered in the study.
- Members encouraged public involvement because the implementation of some of the projects to increase travel time reliability such as a US 26 truck Ramp Meter Bypass could potentially require significant funding.
- Members asked for clarification on the typical size of the vehicle used to inform the Westside Freight Access and Logistics Analysis. Mr. Appanaitis stated that high volume and low volume goods were considered and these trucks are single unit or smaller.
- Members expressed interest in incident response as a solution to improve conditions. Deena Platman of Metro explained details of incident management regarding various challenges such as developing efficient respondent communication. She confirmed that the Federal Highway Administration (FHWA), the Oregon Department of Transportation (ODOT) and Oregon Solutions are developing a Transportation Incident Response team.
- Members expressed interest in the timeline and future implementation of the Westside Freight Access and Logistic Analysis as well as identification of the specific audience to which the recommendations from the study will be delivered. Mr. Appanaitis stated that the report has been presented throughout the metropolitan region and details of implementation strategy and feasibility are being explored.

8. SHORTENING THE TIMEFRAME FOR THE AIR QUALITY CONFORMITY ANALYSIS

Ms. Cho introduced the Air Quality Conformity Determination. The air quality conformity determination is a regional emissions analysis that compares future emissions from transportation activities to a state allocated emissions budget. The air quality conformity determination is a component of the long-range Regional Transportation Plan (RTP) and the Metropolitan Transportation Improvement Program (MTIP). As a federal designated maintenance area, an air quality conformity analysis must be conducted for the RTP and the MTIP in order to allow projects to be eligible and receive federal transportation funding. To conduct a regional air quality analysis Metro's travel demand model staff builds and maintains a series of transportation networks that comprise a regional emissions model. Known as analysis years, these networks must meet federal air quality requirements. Typically Metro models three transportation networks for air quality analysis purposes (base year, final year of maintenance plan and horizon year) but in preparation for the 2014 RTP update and the 2015-2018 MTIP, federal requirements dictate that five transportation networks will need to be constructed and this adds a significant workload to the relatively minor update of the 2014 RTP.

Recognizing the workload balance, Metro staff has investigated alternative solutions to streamline the number of transportation networks that would need to be created. In consultation with the U.S. Environmental Protection Agency (EPA) staff, areas with approved maintenance plans may elect to

shorten the timeframe of the conformity analysis to the end of the maintenance plan as explicated in the Transportation Conformity rules provision 93.106 (d)(3). Shortening the conformity determination to the end of the maintenance plan means the air quality analysis would be conducted through the year 2017, which is the final year of the approved maintenance plan. Recognizing that a 2017 conformity determination would not allow for a long-term picture of air quality impacts, Metro staff proposed conducting an air quality analysis for both 2017 and 2040. The shortening of the conformity timeframe would not have an impact on the air quality outcomes, as the region would still aim to meet or go below the emissions budget allocated by the state for 2040.

In order to utilize the provision in the EPA's conformity rules to shorten the air quality analysis timeframe, Metro must meet three main process requirements: 1) consult with local and state air quality agencies; 2) solicit public comments; and 3) consider feedback on such comments.

Member Comments Included:

- Dave Norberg of the Oregon Department of Environmental Quality asked for clarification regarding the exclusion of the formal public comment process for conformity and for applying this shortened provision of the EPA rule. He explained that once the process is applied, it will apply in the future without any further review and the Department of Environmental Quality's approval is contingent on the out year analysis. Ms. Cho confirmed based on consultation with the EPA that Metro is permitted to follow the typical public comment process used by the MPO for air quality methodology actions.
- Members asked clarifying questions about the implications on other proposed projects in the case that the Air Quality Conformity Analysis process is changed.

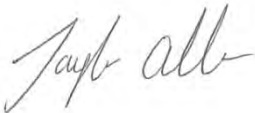
MOTION: Mr. Ron Papsdorf moved, Ms. Nancy Kraushaar seconded to approve the shortening of the air quality conformity analysis timeframe and recommend approval to JPACT.

ACTION: With all in favor, the motion passed.

9. ADJOURN

Chair Gertler adjourned the meeting at 12:05 p.m.

Respectfully Submitted,



Taylor Allen
Recording Secretary

ITEM	DOCUMENT TYPE	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
2	Handout	11/19/13	2016-2018 Regional Flexible Fund Allocation Retrospective Survey	112213t-01
4	Handout	11/01/13	110113 Draft Minutes	112213t-02
5	Handout	11/22/13	Climate Smart Communities Overview of Scenario Assumptions	112213t-03
5	PPT	11/22/13	Climate Smart Communities First Look at Results	112213t-04
6	Memo	11/22/13	Environmental Justice and Title VI Analysis Methodology Feedback	112213t-05
6	Handout	11/22/13	Attachment A: Example of A Comparative Benefits and Burdens Analysis	112213t-06
7	Handout	10/01/13	Executive Summary: The Greater Portland Export Initiative and Update	112213t-07
7	PPT	11/22/13	Westside Freight Access and Logistics Analysis	112213t-08