

Metro | Agenda

Meeting: Joint Policy Advisory Committee on Transportation (JPACT)
Date: Thursday, Dec. 12, 2013
Time: 7:30 to 9 a.m.
Place: Metro Regional Center, Council Chamber

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|---------|-----|--|--|
| 7:30 AM | 1. | CALL TO ORDER, DECLARATION OF A QUORUM & INTRODUCTIONS | Carlotta Collette, Chair |
| 7:32 AM | 2. | CITIZEN COMMUNICATIONS ON JPACT ITEMS | Carlotta Collette, Chair |
| 7:35 AM | 3. | UPDATES FROM THE CHAIR & COMMITTEE MEMBERS <ul style="list-style-type: none">• Southwest Washington Regional Transportation Council Executive Director Selected• May 14-16, 2014: Women's Transportation Seminar (WTS) International Conference in Portland, Oregon• March 5-6, 2014: Annual JPACT Lobby Trip in Washington, DC | Jack Burkman, City of Vancouver |
| 7:40 AM | 4. | ** CONSIDERATION OF THE MINUTES FOR NOVEMBER 14, 2013 | |
| | 5. | <u>ACTION ITEMS</u> | |
| 7:42 AM | 5.1 | ** Concur Substitute Strategy to Reflect the Region's Investment in Transit when Making Air Quality Conformity Findings: Resolution No. 13-4490 – <u>APPROVAL REQUESTED</u> | Nina DeConcini, DEQ
Grace Cho, Metro |
| 7:52 AM | 5.2 | * Endorsing a Regional Position on Federal Transportation Policy: Resolution No. 13-4489 – <u>APPROVAL REQUESTED</u> | Andy Cotugno, Metro |
| 8 AM | 5.3 | * Letter of Support to Congressman Blumenauer for Introducing HR 3636 – The UPDATE Act – <u>APPROVAL REQUESTED</u> | Andy Cotugno, Metro |
| | 6. | <u>INFORMATION / DISCUSSION ITEMS</u> | |
| 8:15 AM | 6.1 | * Climate Smart Communities Scenarios Project: First Look at Results Part 2– <u>INFORMATION/ DISCUSSION</u> | Kim Ellis, Metro
Jerry Lidz, Land Conservation and Development Commission |

Continued on back...

8:45 AM 6.2 * Greater Portland Export Initiative's Westside
Freight Access and Logistics Analysis –
INFORMATION

9 AM 7. **ADJOURN**

Sean Robbins, Greater Portland Inc
Chris Maciejewski, DKS Associates
Scott King, Port of Portland

Carlotta Collette, Chair

Upcoming JPACT meetings:

- **January 9, 2014** – regular JPACT meeting
- **February 13, 2014** – regular JPACT meeting

* Material available electronically.

** Material will be distributed in advance of the meeting.

For agenda and schedule information, call Kelsey Newell at 503-797-1916, e-mail: kelsey.newell@oregonmetro.gov. To check on closure or cancellations during inclement weather please call 503-797-1700.

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2013 JPACT Work Program

12/3/13

November 14, 2013

- JPACT members briefly share lessons learned at AMPO and Rail~Volution conferences – Discussion
- Public engagement guide: Resolution No. 13-4476 – Action
- Climate Smart Communities Scenarios Project: First Look at Results – Review scenarios tested and report out on estimated greenhouse gas emissions reductions, and land use, employment, transportation and environmental outcomes – Information/ discussion
- Review JPACT’s draft authorization priorities – Discussion
- Approve letter to Senators Wyden and Merkley regarding their recent appointment to the FY 2014 Budget Reconciliation Conference Committee – Approval to send the letter on behalf of JPACT
- Oregon Passenger Rail Study : Selection of Alternatives for DEIS – Information/Input to ODOT
- 2014 Regional Transportation Plan Process Update and Share Demographic and Economic Trends – Information

FYI: 2013 National League of Cities Annual Conference, Seattle, WA, November 13- 16

FYI: 2013 Association of Oregon Counties Annual Conference, Eugene, OR, November 18 - 21

December 12, 2013

- Transportation Control Measure Substitution – JPACT Recommendation to the Metro Council
- Approve JPACT’s federal transportation authorization priorities – Action
- Approve letter to Congressman Blumenauer regarding the UPDATE Act – Action
- Climate Smart Communities Scenarios Project: First Look at Results – Report on scenarios’ cost analysis relative to fiscal, public health and social equity outcomes, and identify key policy areas to be the focus of discussion and input to shape draft preferred approach in 2014 – Information/ discussion
- Metropolitan Export Initiative’s Westside Freight Access & Logistics Analysis – Information

January 9, 2014

- 2014 Regional Transportation Plan process update and share draft project list – Information
- Active Transportation Plan work group refinements and Regional Transportation Plan edits – Information
- Powell-Division project approach and roster – Information / action
- Climate Smart Communities Scenarios Project – First Look at Results Continued and Recently Completed Opinion Research – Information/ Discussion

February 13, 2014

- Statewide Transportation Strategy Vision and Implementation Work Plan – Information
- Streetcar Evaluation Methods Project: Discuss preliminary results of FTA funded research project focused on developing tools to better understand economic impacts of streetcar investments – Seek JPACT input on next steps in work program
- Review agenda for JPACT trip to Washington, DC – Information/ Discussion

<p><u>March 13, 2014</u></p> <ul style="list-style-type: none"> • Preview of public review draft 2014 Regional Transportation Plan – Information • Preview of the public review draft of the Active Transportation Plan work group refinements and Regional Transportation Plan edits – Information • Draft 2015-18 Metropolitan Transportation Improvement Program – Information • Regional Travel Options program evaluation – Information • Climate Smart Communities Scenarios Project: Community Choices engagement update and identify key policy areas to be the focus of discussion and input to shape draft preferred approach in 2014 – Recommendation to the Metro Council requested • Climate Smart Communities Scenarios Project– Review recent opinion research compiled by DHM and suggest policy areas for upcoming telephone survey – Information/Discussion <p>FYI: Public comment period on draft 2014 Regional Transportation Plan and draft Active Transportation Plan, March 21 – May 5</p> <p>FYI: 2014 Annual JPACT Lobby Trip, Washington, DC, March 5-6</p>	<p><u>April 10, 2014</u></p> <ul style="list-style-type: none"> • Climate Smart Communities Scenarios: Preview of draft public engagement report and emerging ideas for draft preferred approach – Information/discussion
<p><u>May 8, 2014</u></p> <ul style="list-style-type: none"> • Preliminary approval of the 2014 Regional Transportation Plan pending air quality conformity determination and public comment period – Action • Preliminary approval of the draft Active Transportation Plan per public comment received – Information • Regional Travel Options grant program – Information • Climate Smart Communities Scenarios: Preliminary approval of draft preferred approach, subject to final evaluation and public review – Recommendation to the Metro Council 	<p><u>June 12, 2014</u></p> <p>FYI: Public comment period on Air Quality Conformity results for the draft 2014 Regional Transportation Plan, May 16 – June 15</p>

<p><u>July 10, 2014</u></p> <ul style="list-style-type: none"> • Adopt the Active Transportation Plan – Action • Adopt the 2014 Regional Transportation Plan – Action • 2015-18 Metropolitan Transportation Improvement Program – Action <p>FYI: National Assoc. of Counties (NACo) Annual Conference, New Orleans, LA, July 11-14</p>	<p><u>August 14, 2014</u></p>
<p><u>September 11, 2014</u></p> <ul style="list-style-type: none"> • Climate Smart Communities Scenarios: Preview of public review draft preferred approach – Information <p>FYI: A 45-day comment period is planned from Sept. 3 to Oct. 18, 2014 on the public review draft preferred approach.</p> <p>FYI: 2014 Rail~volution, Minneapolis, MN, September 21 - 24</p>	<p><u>October 9, 2014</u></p> <ul style="list-style-type: none"> • Climate Smart Communities Scenarios: Preview of potential refinements from public comments received – Information
<p><u>November 13, 2014</u></p> <ul style="list-style-type: none"> • Climate Smart Communities Scenarios: Discussion of recommended preferred scenario – Discussion <p>FYI: National League of Cities Congress of Cities and Exposition, Austin, TX, November 18 - 22</p>	<p><u>December 11, 2014</u></p> <ul style="list-style-type: none"> • Climate Smart Communities Scenarios: Recommend Council adoption of recommended preferred scenario – Recommendation to the Metro Council requested

Parking Lot:

- Regional Indicators briefing
- Presentation by the Oregon Trucking Associations
- Oregon Resiliency Plan
- ACT Study

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING A) RESOLUTION NO. 13- 4489
REGIONAL POSITION ON FEDERAL)
TRANSPORTATION POLICY) Introduced by Councilor Collette, Chair of the
Joint Policy Advisory Committee on
Transportation

WHEREAS, Moving Ahead for Progress in the 21st Century (MAP-21) was adopted by Congress in 2012 for the period encompassing federal fiscal years 2013 and 2014;

WHEREAS, MAP-21 is scheduled to expire at the end of federal fiscal year 2014 (September 30, 2014);

WHEREAS, MAP-21 has a significant policy effect on transportation planning and decision-making and funding in the Portland metropolitan region; and

WHEREAS, REFERENCE JPACT’S ACTION UPON ADOPTION; now therefore

BE IT RESOLVED that the Metro Council:

1. Supports a significant increase in transportation user fees to support reauthorization of MAP-21 both to eliminate the need for a subsidy of the Highway Trust Fund from the General Fund and to increase the level of federal investment in transportation.
2. Supports HR 3636 - the “Update, Promote, and Develop America’s Transportation Essentials Act of 2013” (UPDATE Act).
3. Supports a priority federal interest in funding for metropolitan mobility in recognition of the economic significance of metropolitan regions.
4. Endorses the policy position reflected in Exhibit A.

ADOPTED by the Metro Council this [insert date] day of [insert month] 2013.

Tom Hughes, Council President

Approved as to Form:

Alison R. Kean, Metro Attorney

Federal Transportation Policy Positions

1. **Continue to advocate** for a substantial increase in funding with particular emphasis on funding categories that support metropolitan mobility (STP and CMAQ), active transportation (STP, CMAQ and Transportation Alternatives), transit in general and New Starts in particular, Projects of National and Regional Significance and TIFIA, a dedicated funding source for multi-modal freight projects, restoration of a dedicated bridge program and sufficient resources to meet MPO mandates.
2. **Advocate in support of HR 3636** - the “Update, Promote, and Develop America’s Transportation Essentials Act of 2013” (UPDATE Act) as one method to implement the needed increase in dedicated transportation funding.
3. **Advocate** for recognition in national transportation policy of the link between transportation decisions and the ability of communities to support active lifestyles and the reduction of their long term need for health care services. This link provides an added benefit to the federal budget since health care costs are a portion of the growing cost of entitlements which the federal government is attempting to reign in.
4. **Continue to advocate** for appropriations to implement the Projects of National and Regional Significance (PNRS) and expand the TIFIA programs and seek funding under these programs for the Columbia River Crossing project and other nationally significant projects.
5. **Advocate** for the recommendation of the House Transportation and Infrastructure Committee to establish a dedicated, sustainable funding source for freight projects of national and regional significance for a competitive grant program. **Investigate** creation of a national Office of Freight.
6. **Continue to advocate** for provisions in the federal authorization bill that support a “Fix-it-First” asset management policy.
7. **Continue to advocate for a stand-alone bridge repair and replacement program.** Support flexibility in allowing local governments to invest in the highest-priority bridge projects on or off the federal-aid system (rather than a 15% minimum set-aside for bridges off the federal aid system).
8. Continue to pursue state mandates for addressing climate change and **advocate for federal adoption** of our demonstrated best practices.
9. Continue to monitor federal legislation to **ensure eligibility for electric vehicle charging stations is maintained for electric charging equipment and extended to CNG equipment.**
10. **Advocate in support of HR 3638** – to establish the “Road User Fee Pilot Program” through the Secretary of the Treasury to fund grants to conduct pilot studies of transportation fees based upon vehicle miles traveled; seek an implementation grant upon adoption.
11. **Advocate for reauthorization** of the Passenger Rail Investment and Improvement Act (PRIIA). Allow federal highway funding flexibility to support passenger rail projects and service.

12. **Advocate in support of appropriations** to operate AMTRAK service rather than shift the financial burden to states.
13. **Continue to advocate for substantially increased transit funding** through increases in the Highway Trust Fund, particularly for the Major Capital Improvement Program (New Starts, Small Starts, Core Capacity).
14. **Continue to advocate for increased funding for Active Transportation** through increased funding in the Transportation Alternatives Program and through expansion of the Safety Program to all modes of travel.
15. **Continue to advocate** for University Transportation Research grants on a competitive basis.
16. **Advocate for inclusion** of disaster preparedness retrofits in funding eligibility for State of Good Repair and advocate for additional funding due to expected increase in frequency of weather-related events.
17. **Advocate for continued funding** through the Department of Homeland Security's "Urban Areas Security Initiative" to improve collaboration on planning, training and operations in high density urban areas based upon degree of risk regardless of size.
18. **Advocate for HR 3494**, the "Bicycle and Pedestrian Safety Act," calling for establishment of separate safety performance measures for motorized and non-motorized modes of transportation.

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 13- 4489, FOR THE PURPOSE OF ENDORING A REGIONAL POSITION ON FEDERAL TRANSPORTATION POLICY

Date: December 2, 2013

Prepared by: Andy Cotugno (xt. 1763)

BACKGROUND

The region annually produces a position paper that outlines the views of the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT), a regional body that consists of local elected and appointed officials, on issues concerning transportation funding that are likely to be considered by Congress during the coming year. In 2012, after significant delay, Congress enacted a short-term (two year) bill that extended status quo funding levels and no earmarks. In addition, the program structure was revised to consolidate multiple programs into a few broad categories with decision-making delegated to state DOTs and MPOs and new emphasis on performance measures and accountability rather than multiple categories of projects tied to specific funding amounts in specific programs.

USDOT is in the process of a significant amount of rulemaking to implement MAP-21 while the short two-year extension expires September 30, 2014. In addition, there continues to be significant attention in Congress to cutting the budget deficit. Reauthorization of the transportation program is intertwined with the budget deficit issues since MAP-21 relied on a subsidy from the general fund for over 30% of its two-year funding level. Further, as fuel economy continues to improve the need for a general fund subsidy into the future is a growing amount. The main source of highway trust fund revenue (federal taxes on motor fuels) keeps falling as drivers log fewer miles and increasingly opt for more fuel-efficient cars and trucks. Ultimately, Congress must raise new or increased fees and taxes just to avoid decreased revenue due to fuel efficiency and reduced vehicle travel. The federal gas and diesel taxes have not been increased since 1993.

As part of this debate, it will be important for the region to articulate the following basic messages:

1. Transportation supports economic prosperity, community livability and environmental quality in the Portland region.
2. Investment in infrastructure = economic prosperity.
3. In the short term, increased transportation user fees contributes towards reduction of the budget deficit by eliminating the need for the general fund to subsidize the Highway Trust Fund.
4. In the long term, increased investment in transportation infrastructure contributes to greater economic prosperity, increased tax collections and long term budget deficit reduction.
5. In the short term, increases in traditional transportation user fees is needed (such as the gas/diesel tax or a barrel tax) and in the long term a more robust source of revenue for transportation is needed (such as a VMT Fee).

The local and regional governments of the Portland metropolitan area and the State of Oregon have worked together for many years to build a prosperous, sustainable and livable region. To accomplish this, they have raised needed transportation revenues and continue to consider further actions. The federal government, as a partner in transportation investment, needs to do the same.

Resolution No. 13-xxxx establishes a regional policy position to pursue through the reauthorization of MAP-21. By far, the priority issue is to address the overall funding level. However, as opportunity

presents itself, the region should pursue specific policy objectives endorsed in the resolution. Attachment A to this staff report is a full explanation of the policy positions reflected in the Exhibit to the Resolution.

ANALYSIS/INFORMATION

1. **Known Opposition:** Increasing federal transportation funding is controversial and intertwined with the larger federal budget debate.
2. **Legal Antecedents:** Planning and policy conclusions developed through corridor and area plans must be adopted into the Regional Transportation Plan as a prerequisite for implementation. Federal funding to implement specific projects must be included in the Metropolitan Transportation Improvement Program.
3. **Anticipated Effects:** This action establishes a common regional message to the Oregon Congressional Delegation.
4. **Budget Impacts:** Travel expenses to Washington DC are the primary expense. Federal funds cannot be used for lobbying the federal government.

RECOMMENDED ACTION

Recommend adoption of Resolution No. 13-4489

Analysis of the region’s position on the reauthorization of federal transportation legislation

Metro and JPACT adopted Resolution No. 09-4016 as a comprehensive statement on reauthorization of federal transportation legislation in anticipation of Congressional action on a new 6-year bill. However, Congress chose to adopt a 2-year bill for the period encompassing federal fiscal years 2013 and 2014 (expiring September 30, 2014). “Moving Ahead for Progress in the 21st Century” (MAP-21) did some significant reorganization of the federal funding programs, established new policy and requirements and continued the program at roughly a status quo funding level. Under MAP-21, many of the region’s past positions are moot, others merit continued attention and support and new ones are implicated by the changes.

However, the most significant issue is the funding level for MAP-21. By maintaining a status quo funding level, the Congress de facto established a requirement for a general fund subsidy that will increase on an annual basis since dedicated trust fund revenues are insufficient to support the funding level established through MAP-21. Further, there is a strong case for an increased funding level to actually more closely meet the need for transportation investment. As MAP-21 is renewed and extended, there should be significant focus on increasing trust fund revenues to eliminate the need for a general fund subsidy and to increase the overall program level. Increasing trust fund revenues is essential for preserving spending for transportation since continued reliance on a general fund subsidy leads to continued reductions as the competition for general fund dollars intensifies. Further, reducing the level of transportation spending by one-third to the level supported by the trust fund revenues is not an option. This drastic a cut is considered too great an economic impact and at least maintaining current level was settled through MAP-21.

This is the most important element of any federal legislative priority because of the negative consequence of disinvestment on the condition of transportation facilities and the economic impact on freight and metropolitan economies.

Presented below is an analysis of issues previously adopted as regional priority issues by Resolution No. 09-4016 and whether further action under a renewed and extended MAP-21 may be warranted. The purpose is to seek guidance from JPACT on development of a regional position for the upcoming federal action.

Position established by Resolution No. 09-4016	Analysis and recommendation
<p>Funding: Advocate for a substantial increase in funding level</p>	<p>MAP-21 adopted a continuation of status quo funding level with approximately one-third of the funding dependent upon transfers from the General Fund.</p> <p>Recommendation: Continue to advocate for a substantial increase in funding with particular emphasis on funding categories that support</p>

	<p>metropolitan mobility (STP and CMAQ), active transportation (STP, CMAQ and Transportation Alternatives), transit in general and New</p> <p>Starts in particular, Projects of National and Regional Significance and TIFIA, a dedicated funding source for multi-modal freight projects, restoration of a dedicated bridge program and sufficient resources to meet MPO mandates.</p> <p>Recommendation: Advocate in support of HR 3636 - the “Update, Promote, and Develop America’s Transportation Essentials Act of 2013” (UPDATE Act) - introduced by Congressman Blumenauer as one method to implement the needed increase in dedicated transportation funding. This legislation would increase the federal gas tax by 15-cents over three years, index it for inflation and call for its phase out in favor of a more stable funding source by 2024.</p>
<p>Metropolitan Mobility: Pursue funding that supports metropolitan mobility as a significant federal interest in support of the national economic importance of large metro areas</p>	<p>MAP-21 did not establish an important new metropolitan mobility focus. Rather, the key federally significant feature of MAP-21 is that the largest funding category in the highway program is for “National Highway System” (NHS) as the backbone of the national transportation program. This expands upon the Interstate system as the centerpiece of the national interest. Elements of the bill are supportive of metropolitan mobility since the NHS is for facilities to and through metro regions and there is a continuation of important complimentary funding programs that support metropolitan mobility objectives, including the Surface Transportation Program (STP), the Congestion Mitigation/Air Quality Program (CMAQ) and the New Starts program for transit.</p> <p>Recommendation: Adjust advocacy in support of the principle of metropolitan mobility as a national interest and support increased funding for categories that are directed at metropolitan mobility, especially STP, CMAQ, TAP, New Starts and transit.</p>
<p>National Health Care Policy</p>	<p>The Congress and the country are immersed in implementation of the Affordable Care Act which addresses health care services to the public. At the same time, public health officials and transportation agencies are developing a growing understanding of the link between Active Transportation as a means to support safe and healthy communities thereby avoiding health care costs.</p> <p>Recommendation: Advocate for recognition in national transportation policy of the link between transportation decisions and the ability of communities to support active lifestyles and the reduction of their long term need for health care services. This link provides an added benefit to the federal budget since health care costs are a portion of the growing cost of entitlements which the federal government is attempting to reign in.</p>

<p>Mega-Projects: Pursue the creation of a federal discretionary program to fund nationally significant highway projects as a parallel to the Federal Transit program for New Starts</p>	<p>MAP-21 included authorization of \$500 million per year for “Projects of National and Regional Significance” (PNRS) but has not chosen to appropriate funds to implement the program. In addition, MAP-21 increased the funding level for TIFIA credit assistance seven-fold to \$750 million to \$1 billion. As a credit enhancement tool, this amount will leverage financing for about \$17 billion in loans and other forms of credit enhancement.</p> <p>Recommendation: Continue to advocate for appropriations to implement the PNRS and expand the TIFIA programs and seek funding under these programs for the Columbia River Crossing project and other nationally significant projects.</p>
<p>Freight: Establish a program to address the movement of freight</p>	<p>MAP-21 did not establish a specific freight funding program but did take some important policy steps in support of freight, including the requirements for a freight advisory committee at the federal and state levels and adoption of state freight plans.</p> <p>Recommendation: Advocate through the requirement for a federal freight strategic plan for a dedicated multi-modal funding program to address freight. Support the recommendation of the House Transportation and Infrastructure Committee to establish a dedicated, sustainable funding source for freight projects of national and regional significance for a competitive grant program. Investigate creation of a national Office of Freight. Work with ODOT to meet the new freight policy requirements.</p>
<p>State of Good Repair: Provide funding to maintain and rehab the transportation system with program requirements tied to the condition of the system</p>	<p>MAP-21 took a significant step toward emphasizing State of Good Repair as a central element of the National Highway Performance Program and creation of a rationalized transit State of Good Repair Program. Decision-making and funding penalties are tied to meeting performance standards on the condition of the system.</p> <p>However, MAP-21 took a major step backward by eliminating the Highway Bridge Repair and Replacement Program while leaving these projects eligible to compete for funding through the NHPP and STP programs. While ODOT has maintained the level of funding dedicated to state and local bridges, elimination of the federal program reduces the federal emphasis.</p> <p>Further, MAP-21 maintained the requirement to spend a certain amount on bridges <u>off</u> the federal-aid system which are the lowest priority bridges for which Oregon has limited needs. In addition, S. 1504 proposes to increase this minimum spending requirement on the lowest priority category of bridges.</p> <p>Recommendation: Continue to advocate for provisions in the federal authorization bill that support a “Fix-it-First” asset management policy.</p>

	<p>Recommendation: Work with ODOT, TriMet and local governments to establish and implement road and bridge condition measures that link to plans and funding decisions.</p> <p>Recommendation: Continue to advocate for a stand-alone bridge repair and replacement program. Support increased flexibility in allowing local governments to invest in the highest-priority bridge projects on or off the federal-aid system.</p>
<p>Climate Change: Advocate for clear integration with federal climate change policy with requirements for reductions in greenhouse gases tied to the performance of the overall system, not individual projects.</p>	<p>Congress has not adopted climate change policy although they have spent significant amounts on disaster relief for events such as Super Storm Sandy.</p> <p>Recommendation: Continue to pursue state mandates for addressing climate change and advocate for federal adoption of our demonstrated best practices.</p>
<p>Alternative fuels Fleet: Support efforts to accelerate implementation of electric and compressed natural gas vehicles while shifting from a gas tax to a VMT Fee.</p>	<p>STP and CMAQ funds can be used for installation of electric vehicle charging stations. Oregon has experience in this application. CNG equipment eligibility would need to be provided.</p> <p>Recommendation: Continue to monitor to ensure eligibility is maintained for electric charging equipment and extended to CNG equipment. [Also see VMT fee recommendations below]</p>
<p>VMT Fee: Advocate for the federal government to take steps toward implementing a VMT Fee system, including R&D, system design and requirements for installation of devices in new vehicles.</p>	<p>Congress has not taken any further steps toward a VMT Fee although Congressman Blumenauer has introduced a legislative proposal HR 3638 – the Road User Fee Pilot Program - directing the Department of the Treasury (since it is a tax collection issue) to award competitive grants throughout the US for road user fee pilot projects based upon vehicle miles traveled. Meanwhile, Oregon has carried out two pilot projects (the first to test the technology and public reaction and the second to test multiple collection mechanisms). ODOT is currently implementing the nation’s first VMT fee (limited to 5000 participants on a voluntary basis) and building the tax collection system.</p> <p>Recommendation: Advocate in support of Congressman Blumenauer’s proposed HR 3638 – the “Road User Fee Pilot Program;” seek an implementation grant upon adoption.</p>
<p>Intercity Passenger Rail: As one of 10 designated High Speed Rail Corridors (from Eugene to Vancouver, BC), advocate for increased funding for capital costs of high speed rail</p>	<p>Congress appropriated funds for several years and awarded grants for high speed rail projects including \$800 million for track improvements in the State of Washington, funding to Oregon for an added locomotive and train set and for development of an environmental assessment of the corridor from Eugene to the Columbia River. AMTRAK funding continues to be unstable and has suffered funding cuts.</p>

<p>expansion and operating cost of AMTRAK.</p>	<p>Recommendation: Advocate for reauthorization of the Passenger Rail Investment and Improvement Act (PRIIA). Allow federal highway funding flexibility to support passenger rail projects and service.</p> <p>Recommendation: Advocate in support of appropriations to operate AMTRAK service rather than shift the financial burden to states.</p>
<p>Transit and Greenhouse Gases: Based upon the National Commission on Transportation Funding, the region endorsed increasing federal transit funding by more than doubling current levels and shifting the program to be fully funded through the Highway Trust Fund. It specifically supported this significant increase targeted at New Starts, service for aging and disabled citizens, State of Good Repair and in support of metropolitan economies and to assist with meeting energy and climate change requirements. The region also supported consolidating a number of small, miscellaneous programs.</p>	<p>MAP-21 increased the overall level of transit funding to Oregon by about 20%, revised and consolidated the program structure of the funding and converted a discretionary program (for Good Repair) into a more favorable formula program. New Starts remains a significant discretionary program and there are significant new requirements to address safety of the transit system (with projects to be funded through the already established funding categories).</p> <p>Recommendation: Continue to advocate for substantially increased transit funding through increases in the Highway Trust Fund.</p> <p>Recommendation: Work with TriMet to participate in the FTA rulemaking process to implement new requirements.</p>
<p>New Starts/Small Starts/ Core Capacity: continued the New Starts program with some advantageous changes in details such as a more rational cost-effectiveness measure, but also added more competition for the same funds with the addition of the Core Capacity program.</p>	<p>New Starts continues to be an important program for this region. 5 of the 6 light rail projects, WES, and the latest Streetcar project all were funded by New Starts or its predecessor program. BRT projects would also be eligible for this program.</p> <p>Recommendation: Continue to advocate for significantly higher funding levels for the Major Capital Improvement Program (New Starts, Small Starts, Core Capacity).</p>
<p>Walking and Cycling: Advocate in support of the Rails-to-Trails proposal to double funding for Active Transportation through a program that would fund a \$50</p>	<p>MAP-21 <u>did not</u> implement the Rails-to-Trails proposal. In fact, it consolidated the previous Transportation Enhancement, Safe Routes to Schools and Recreational Trails programs in a new Transportation Alternatives program at a funding level reduced for Oregon by 38%.</p>

<p>million program in 40 major metropolitan areas.</p>	<p>Recommendation: Continue to advocate for increased funding for Active Transportation through increased funding in the Transportation Alternatives Program and through expansion of the Safety Program to all modes of travel.</p>
<p>University Transportation Research Centers: Advocate in support of continued research grants for University Transportation Centers.</p>	<p>The Oregon Transportation Research and Education Consortium (OTREC) was successful at securing an earmarked research grant from SAFETEA-LU providing it with the capacity to carry out research projects requiring a 50% match. Subsequently, it has transitioned to the National Institute for Transportation and Communities and secured two additional grants on a competitive basis. This has resulted in completion of significant research projects in cooperation with ODOT and agencies throughout the Metro region. The research center is housed and managed out of Portland State University but is a cooperative effort with University of Oregon, Oregon State university, Oregon Institute of Technology, University of Utah and University of South Florida.</p> <p>Recommendation: Continue to advocate for University Transportation Research grants on a competitive basis.</p>
<p>New Issues from MAP-21:</p>	
<p>Strategic Highway Safety Plans:</p>	<p>MAP-21 consolidated and expanded several safety funding programs with new requirements for a Highway Safety Improvement Program that is tied to performance measures and is more project specific than the current safety plan. In addition, the newly expanded program is intended to address safety issues throughout the road and street system, not just on the state highway system. It is ODOT’s intent to expand their safety program to cover local government concerns and all modes of travel.</p> <p>Recommendation: Monitor USDOT rulemaking and work with ODOT to implement the new requirements.</p>
<p>Disaster Preparedness:</p>	<p>There is a growing awareness of the need to retrofit the existing transportation system to be more resistant to disasters, including earthquake, tsunami, terrorism and the impacts on more frequent flood and fire due to climate change.</p> <p>Recommendation: Advocate for inclusion of disaster preparedness retrofits in funding eligibility for State of Good Repair and advocate need for additional funding due to expected increase in frequency of weather-related events.</p> <p>Recommendation: Advocate for continued funding through the Department of Homeland Security’s “Urban Areas Security Initiative” to improve regional collaboration on planning, training and operations for responding to disasters in high density urban areas based upon degree of risk regardless of size.</p>

<p>Performance Measures:</p>	<p>MAP-21 created a significant and complex system of required performance measures tied to federal funding categories and federal requirements linking the measures to long range plans and program funding decisions. National goals are established in the following areas:</p> <ul style="list-style-type: none"> • Safety • Infrastructure condition • Congestion • Reliability • Freight movement • Environmental Sustainability • Reduced project delivery delays <p>In certain of these areas, MAP-21 defined specific measures. In other areas, it required USDOT, state DOTs and MPOs to establish measures and targets to be achieved. Further, it built certain minimum spending requirements into the federal programs with penalties for not meeting targets. Finally, it required disclosure as part of the long range planning process and transportation improvement programming process on the status of achieving these measures and the expected impact on these measures from the plan and project funding decisions.</p> <p>Recommendation: Advocate in support of HR 3494 - the “Bicycle and Pedestrian Safety Act” - introduced by Congressman Blumenauer, to require establishment of highway safety performance measures for both motorized and non-motorized transportation.</p> <p>Recommendation: Advocate through the USDOT rulemaking process for establishment of performance measures that are multi-modal in nature and are linked to broader land use and economic outcomes being pursued in the region. The Regional Transportation Plan includes such a comprehensive performance measures framework.</p> <p>Recommendation: Advocate through the USDOT rulemaking process for safety performance measures by mode of travel to better highlight bike/walk injuries and fatalities.</p> <p>Recommendation: Advocate for adequate resources to meet these new federal mandates.</p>
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RENEWING AND REBUILDING AMERICA

Congressman Earl Blumenauer ■ Third District of Oregon ■ blumenauer.house.gov

REBUILDING AND RENEWING AMERICA: A LEGISLATIVE AGENDA

THE PROBLEM

Our transportation infrastructure is increasingly outdated and inadequate. In 2009, the Federal Highway Administration estimated that over \$70.9 billion worth of repairs were needed just to maintain safe infrastructure; that number has since increased. In order to fund all economically justified projects, the Department of Transportation estimates that Congress would need to provide \$83 billion a year in addition to current funding. The American Society of Civil Engineers estimates that our surface transportation needs over \$2 trillion of investment in order to remain economically competitive.

Instead of addressing the Highway Trust Fund’s insolvency, Congress has added to the General Fund deficit by transferring over \$50 billion of General Fund revenue to the Highway Trust Fund in order to keep it afloat. The problem worsens: when MAP-21 ends at the end of Fiscal Year 2014, Trust Fund balances will nearly be exhausted. In order to maintain current funding in the following years, the Highway Trust Fund will need almost \$15 billion a year (in addition to current gas tax receipts). If we do not find a way to make the Highway Trust Fund solvent, the continued disinvestment will mean an over 30% drop in federal transportation spending by 2024.

SOLUTION

Congress should follow the recommendations of the Commissions it has authorized. We should end the transfer of General Fund dollars to the Highway Trust Fund, phase in a short term gas tax increase, and set the stage for a transition for a long-term, stable funding source that will replace the gas tax. American cannot afford to continue to disinvest in our infrastructure.

The **UPDATE Act of 2013** turns the recommendations of the Simpson-Bowles report, the National Surface Transportation Policy and Revenue Commission, and the National Surface Transportation Financing Commission into proposed law. It phases in a fifteen cent gas tax increase starting in 2014, indexes the gas tax to inflation, and then confirms Congress’s intention to replace the gas tax with a more equitable, stable source of funding by 2024.

Commission	Funding Level Recommendation	Long Term Revenue Options
National Surface Transportation Policy and Revenue Commission (2008)	Increase gas tax by 10 cents, diesel tax by 15 cents, and index both rates to inflation	Examine mileage based user fees as a potential replacement for the gas tax
National Surface Transportation Financing Commission (2009)	Increase gas tax by five to eight cents per gallon and index to inflation	Examine mileage based user fees as a potential replacement for the gas tax
National Commission on Fiscal Responsibility and Reform “Simpson-Bowles” (2010)	Increase gas tax by 15 cents per gallon	Not addressed

THE HISTORY

The federal gas tax was last raised in 1993 by 4.3 cents (to a total of 18.4 cents per gallon) as part of the Omnibus Budget Reconciliation Act. Previous to that, it was raised by a nickel in 1982 during the Reagan Administration.

Transportation advocates began raising concerns about the solvency of the Highway Trust Fund in the early 2000s, as increasing fuel efficiency, and deteriorating infrastructure heightened strain on the Highway Trust Fund. In 2005, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (known as SAFETEA-LU) created the National Surface Transportation Financing Commission to recommend options to propose solutions to the looming Highway Trust Fund deficit. The Commission's report, released in early 2009 is consistent with the recommendations of other commissions, think tanks, and policy leaders, all emphasizing the need for increased investment, and the need to shift away from the gas tax to a more stable source of funding.

Subject: FW: RELEASE: Blumenauer Joined by Leaders in Transportation, Commerce, Labor, Construction to Introduce Infrastructure Funding Bill

From: "Blumenauer, Congressman Earl" <earlblumenauer@mail.house.gov>

Date: December 4, 2013 at 9:27:14 AM PST

Subject: RELEASE: Blumenauer Joined by Leaders in Transportation, Commerce, Labor, Construction to Introduce Infrastructure Funding Bill



UNITED STATES HOUSE OF REPRESENTATIVES

Earl Blumenauer joined by leaders in transportation, commerce, labor, construction to introduce UPDATE Act to fund our nation's infrastructure

Washington, DC – Today, Representative Earl Blumenauer (OR-03) along with leaders in the fields of transportation, labor, commerce, and construction introduced [H.R. 3636 The Update, Promote, and Develop America's Transportation Essentials \(UPDATE\) Act](#). This bill would phase in a 15 cent/gallon tax increase over the next three years on gasoline and diesel.

"The gas tax hasn't been increased since the beginning of the Clinton administration," said Blumenauer. "Today, with inflation and increased fuel efficiency for vehicles, the average motorist is paying about half as much per mile as they did in 1993. It's time for Congress to act. There's a broad and persuasive coalition that stands ready to support Congress, including the U.S. Chamber of Commerce, National AFL-CIO, the construction and trucking industry, cyclists, professional groups, numerous associations of small and medium businesses, local governments, and transit agencies. We just need to give them something to support."

In 2009, the Federal Highway Administration estimated that over \$70.9 billion worth of repairs were needed just to maintain safe infrastructure; that number has since increased. The American Society of Civil Engineers estimates that surface transportation in the US needs over \$2 trillion of investment in order to remain economically competitive.

In recent years, Congress has added to the General Fund deficit by transferring over \$50 billion of General Fund revenue to the Highway Trust Fund in order to keep it afloat. In order to maintain current funding in the following years, the Highway Trust Fund will need almost \$15 billion a year in addition to current gas tax receipts. Continuing down the current path will mean a 30% drop in federal transportation spending by 2024. The UPDATE Act would raise around \$170 billion over ten years.

"Instituting a reasonable gas tax increase now provides the revenues Democrats say they want with a form of a user fee which historically has been acceptable to Republicans including Ronald Reagan, who increased the gas tax by a nickel a gallon in 1982," said Blumenauer. "Addressing the infrastructure deficit, stabilizing transportation funding, and helping America's all-too-slow economic recovery is critical if we want a livable and economically prosperous country in the years to come."

Statements of Support:

"Strong national infrastructure investment is vital to keep Oregon and the U.S. economically competitive but maintenance and repair needs have risen to a level that threatens a healthy economy. I applaud Congressman Blumenauer for offering the UPDATE Act to stabilize our transportation network and keep Oregon's business climate moving forward." - **Ryan Deckert, President, Oregon Business Association**

"We need strong federal investment to fix the infrastructure crisis here in Oregon and across the nation. I support Congressman Blumenauer's Update Act, which will help us rebuild America and create thousands of family wage jobs for working men and women." – **John Mohlis, Executive Secretary, Oregon State Building and Construction Trades Council**

"Congressman Blumenauer's UPDATE Act provides a much needed boost to our nation's surface transportation infrastructure. UPS alone travels more than 2.3 billion miles on America's roads each year, connecting businesses, consumers and individuals in every state. Increasing the federal motor fuels tax is a long-overdue proposal to provide the dedicated funding needed to maintain our highways, intermodal connections and other related infrastructure projects. Investing in and growing our nation's transportation infrastructure is essential to remaining competitive in today's increasingly global economy." – **Laura Lane, Global Public Affairs President, United Parcel Service**

"On behalf of the Association of Equipment Manufacturers and our more than 900 member companies, we applaud Congressman Blumenauer for his leadership in finding solutions and building bipartisan support to address our infrastructure needs. The UPDATE Act of 2013 could spur economic growth and competitiveness while improving our nation's ability to efficiently move goods and people. Investing in our national infrastructure is critical to keeping America competitive, and we appreciate Congressman Blumenauer taking these important steps to ensure we can reauthorize the federal highway bill for the long-term." – **Rick Patek, Group President, Astec Industries, and Chairman, Association of Equipment Manufacturers**

"With public transit ridership at record highs, and cars and trucks crowding our roads, our nation's transportation network is in dire need of repair and maintenance. As happened in this week's deadly New York commuter crash, more lives will be lost, and the mobility necessary for a thriving economy will be compromised unless we invest heavily in our nation's public transit infrastructure. Congressman Blumenauer has introduced two bills that dedicate critical funding to public transit, which is the lifeblood of our economy. Public transit creates good jobs, safely delivers customers to businesses and people to work, and helps the environment. It literally moves our economy and it's time for Congress to approve these bills to ensure our nation's transportation systems have the critical financial support they need." – **Larry Hanley, International President, Amalgamated Transit Union**

"Our transportation network is key to the long-term economic competitiveness and growth of our cities, towns, and suburbs. Communities across the country are stepping up and raising additional revenue to meet their transportation challenges but cannot solve these needs alone. The UPDATE Act takes the important step of ensuring communities will have a strong, reliable federal partner as they invest in their economic future." – **John Robert Smith, Chair, Transportation for America, former Mayor of Meridian, MS**

"Getting America to Work applauds Congressman Blumenauer's efforts to provide a desperately needed increase in funding for transportation infrastructure--increasing the safety of public transit riders, while also boosting the economy. At a time when ridership is on the rise, while infrastructure investment is on the decline – it's critical that members of Congress follow Representative Blumenauer's lead and work to bring our nation's transit systems into a state of good repair." – **Getting America to Work Coalition**

"Federal investment in transportation infrastructure plays an essential role in protecting public health and safety, promoting commerce and keeping America economically competitive. Unfortunately,

transportation funding is not keeping pace with maintenance and improvement needs, and the balance of the Highway Trust Fund will be depleted in Fiscal Year 2015. The American Council of Engineering Companies (ACEC) applauds Congressman Blumenauer for introducing legislation that will avoid debilitating cuts in highway and transit investment with predictable, sustainable and growing revenue from user fees, an effective model that has long enjoyed significant public support. All options must be on the table as Congress considers how to fund our transportation system. The time to act is now, before the crisis worsens. Then we can further study our long-term options, such as a transition to a vehicle-miles-traveled fee or other alternatives.” – **American Council of Engineering Companies**

“In concurrence with the Highway Materials Group’s funding principles for the next highway surface transportation authorization, the group supports Congressman Blumenauer’s proposed bills that would continue funding the Highway Trust Fund through user fees, while bolstering awareness about the impending Highway Trust Fund insolvency. Due to the magnitude of importance of the issue, increasing the gas tax and implementing a vehicle miles traveled fee are only two of the numerous options we support to increase revenues into the HTF. We commend the congressman for taking this bold step toward solving the dire problem facing the nation’s surface transportation infrastructure in the months and years ahead.” – **Highways Materials Group**

“The American Society of Civil Engineers (ASCE) applauds Rep. Blumenauer on his bold leadership and strongly endorses the Update, Promote and Develop America’s Transportation Essentials (UPDATE) Act and the Road User Fee Pilot Project. This bill represents a major step forward in addressing how to fix America’s surface transportation infrastructure. The nation’s infrastructure is facing an increasing number of challenges. In ASCE’s [2013 Report Card for America’s Infrastructure](#), a comprehensive assessment of infrastructure across 16 sectors, the cumulative GPA for the nation’s infrastructure rose slightly to a D+ from a D in 2009. ASCE looks forward to working with Rep. Blumenauer and all members of Congress to advance this important legislation that will ensure long-term, sustainable funding for the Highway Trust Fund.” – **Patrick Natale, Executive Director, American Society of Civil Engineers**

“We applaud Congressman Blumenauer in strong support of the Update Act, a responsible way to begin addressing the infrastructure crisis in our country. Investing in transportation will help us rebuild America, fire up our economy and increase our global competitiveness – creating jobs and opportunity for tens of thousands of our nation’s workers and their families.” – **Terry O’Sullivan, General President, Laborers’ International Union of North America**

“This proposal provides the kind of long-term funding solutions that virtually every commission, including Simpson-Bowles, has said are needed to repair and upgrade our aging transportation network. What the Congressman understands is that simply talking about the need to find new sources of revenue won’t help until we actually identify, support and enact them.” – **Stephen E. Sandherr, CEO, Associated General Contractors of America**

“It is imperative that Congress address the impending shortfall for federal transit and highway programs in FY2015. Our federal government must increase transportation investment to address our aging infrastructure and provide the transportation options that are necessary for our country to prosper and remain economically competitive.” – **Michael Melaniphy, President, American Public Transportation Association**



December xx, 2013

Congressman Earl Blumenauer
1111 Longworth House Office Building
Washington, DC 20515

Dear Congressman Blumenauer:

We are writing on behalf of the Portland region's transportation leadership to thank you for introducing HR 3636 - the "Update, Promote, and Develop America's Transportation Essentials Act of 2013" (UPDATE Act). The UPDATE Act would stabilize the Highway Trust Fund by increasing the federal gas tax in the short term, indexing it to inflation, and then phasing it out in favor of a more reliable long-term funding source by 2024. In addition to your stated objective of ensuring adequate funding for transportation infrastructure, your proposal would have the additional benefit of contributing to long-term federal deficit reduction, both by eliminating the need to transfer general fund dollars to the Highway Trust Fund and by more broadly supporting America's economic prosperity.

As you know, the Highway Trust Fund is fast approaching insolvency. Through a series of short-term "patches" - including those applied in MAP-21 legislation - Congress has used the general fund of the Treasury to keep highway, highway safety and public transit programs operating at flat funding levels. While we appreciate how hard you have had to work to achieve this result, the time is coming when short-term patches may require more general fund support than can be provided. A solution like the UPDATE Act that channels more user fee revenue into the trust fund and keeps up with inflation is the right way to provide for sustainable federal investment that grows with the growing needs of our transportation systems. Its passage would also establish the foundation for adoption of a 6-year reauthorization of MAP-21 that is more consistent with the level of needed transportation investment.

We know you share the view that investing in transportation infrastructure represents one of the best ways to create jobs and economic development and to improve the environment. Such investments will lead to greater economic prosperity, which in turn will help to increase federal tax collections and reduce the federal budget deficit. And the best part is that improved economic prosperity benefits all Americans.

Thank you again for your leadership in introducing the UPDATE Act. Please let us know how we can help to advance this legislation and other solutions that can make federal transportation programs more robust and sustainable.

Best Regards,

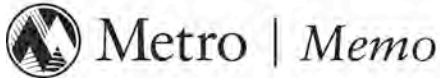
Tom Hughes, President
Metro Council

Carlotta Collette, Chair
Joint Policy Advisory Committee on Transportation
Metro Councilor District 2

Loretta Smith, Chair
Metro Policy Advisory Committee
Multnomah County Commissioner District 2

Cc: Senator Wyden
Senator Merkley
Representative Bonamici
Representative Walden
Representative DeFazio
Representative Schrader

Additional sign-on parties below:



DATE: December 4, 2013
TO: MPAC, JPACT and Interested Parties
FROM: Kim Ellis, Principal Transportation Planner
SUBJECT: Climate Smart Communities Scenarios Project – First Look At Results and Next Steps

PURPOSE

MPAC and JPACT will receive an informational presentation of additional results, provide suggestions on using the results to frame a regional discussion and have an opportunity to engage with Commissioner Lidz, LCDC's liaison to the project.

BACKGROUND

There are many ways to reduce emissions while creating healthy, more equitable communities and a vibrant regional economy. Providing services and shopping near where people live, expanding transit service, encouraging electric cars and providing safer routes for walking and biking all can help. 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.

To realize that goal, Metro evaluated three approaches – or scenarios – over the summer of 2013 to better understand how best to support community visions and reduce greenhouse gas emissions. The results will be used to frame the regional discussion about which investments and actions should be included in a preferred approach for the Metro Council to consider for adoption in December 2014.

In November, members discussed early results related to greenhouse gas emissions, housing, jobs, travel and air quality. **In December**, Metro staff will present additional results from the analysis, focusing on economic and social equity outcomes, and next steps for developing a preferred approach in 2014. Commissioner Lidz, the Land Conservation and Development Commission (LCDC) liaison to the project, will also make brief remarks. **In January**, staff will report the remaining public health and cost-related results and present a proposal for framing the regional discussion about which investments and actions should be included in a preferred approach. MPAC and JPACT will be requested to make a recommendation on the proposal.

QUESTION FOR CONSIDERATION

- What suggestions do you have for using the results presented to begin framing the 2014 “Community Choices” discussion about which investments and actions should be included in the preferred approach?

PROJECT BACKGROUND

The 2009 Oregon Legislature required the Portland metropolitan region to develop an approach to reduce per capita greenhouse gas emissions from cars and small trucks by 20 percent below 2005 levels by 2035. The Metro Council has adopted policies to make decisions that advance the six desired outcomes found in the Regional Framework Plan. One of those desired outcomes pertains to leadership on climate change.



Figure 1. Metro’s scenario evaluation criteria are based on the six desired regional outcomes adopted by the Metro Council in 2010.

Working together with city, county, state, business and community leaders, Metro is researching how land use and transportation policies and investments can be leveraged to help us create great communities, support the region’s economy and reduce greenhouse gas emissions as required by the state. All six desired outcomes are being used to guide the evaluation of scenarios and development of a preferred approach. The land use visions of cities and counties across the region are the foundation for this work.

Figure 2 illustrates an overview of the project timeline.

FIGURE 2. CLIMATE SMART COMMUNITIES SCENARIOS PROJECT TIMELINE

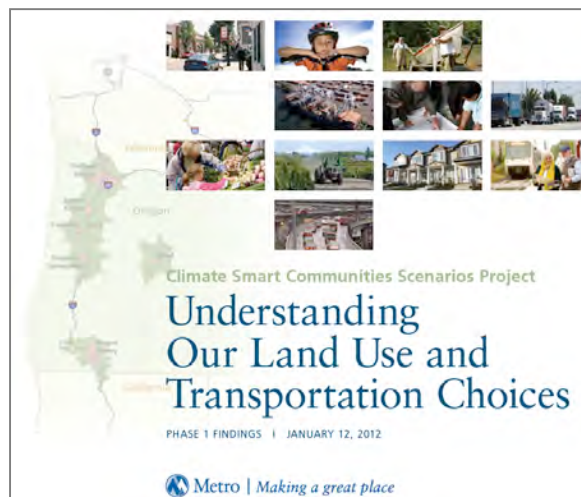


Phase 1 began in 2011 and concluded in early 2012. This phase focused on understanding the region’s choices and started with producing the *Strategy Toolbox*, which reviewed the latest research on greenhouse gas (GHG) reduction strategies and their potential effectiveness and benefits. Staff also strategically engaged public officials, community and business leaders, community groups and government staff through two regional summits, 31 stakeholder interviews, and public opinion research.

Metro then evaluated a wide range of options for reducing GHG emissions by testing 144 different combinations of land use and transportation strategies (called “scenarios”) to learn what it would take to meet the region’s reduction target.



Phase 1 found that current plans and policies – if realized – along with advancements in fleet and technology provide a strong foundation for meeting the state target. Although current plans move the region in the right direction, current funding is not sufficient to implement adopted local and regional plans. Metro concluded that a key to meeting the target would be the various governmental agencies working together to develop partnerships and make community investments needed to encourage development that both supports adopted local and regional plans and reduces greenhouse gas emissions.



Phase 2 began in January 2012 and concluded in October 2013. This phase focused on shaping and evaluating future choices for supporting community visions and meeting the state emissions reduction target. Staff conducted sensitivity analysis of the Phase 1 scenarios to better understand the GHG emissions reduction potential of individual policies.¹ The policies tested included pay-as-you-drive insurance, traffic operations, expanded transit service, user-based pricing of transportation, transportation demand management programs, increased bicycle travel and advancements in clean fuels and vehicle technologies.

Assuming adopted community plans and national fuel economy standards, the most effective individual policies for reducing greenhouse gas emissions were found to be:

- Fleet and technology advancements
- Transit service expansion
- User-based pricing of transportation (e.g., fuel price, pay-as-you-drive insurance, parking fees, mileage-based road use fee, and carbon fee)

The information derived from the sensitivity analysis was used to develop a five-star rating system for communicating the relative climate benefits of different policies in the region. Adopted local land use plans and zoning were unchanged in the Phase 1 analysis and, therefore, no climate benefit is able to be reported for this policy.

The climate benefits are shown in **Table 1** using a scale of 1 to 5 stars, with 5 stars representing the most effective greenhouse gas emissions reduction policies.

¹ Memo to TPAC and interested parties on Climate Smart Communities: Phase 1 Metropolitan GreenSTEP scenarios sensitivity analysis (June 21, 2012).

TABLE 1. RELATIVE CLIMATE BENEFITS FOR THE PORTLAND METROPOLITAN REGION *

Investments and actions that reduce greenhouse gas emissions	Estimated climate benefit
Shift to low emissions vehicles and low carbon fuels	*****
Maintain and make transit more convenient, frequent, accessible and affordable	*****
Increase the cost of fuel (e.g., gas tax or other fees)	*****
Increase participation in private pay-as-you-drive insurance programs	*****
Implement a mileage-based road user fee	*****
Use a market-based approach to manage parking	*****
Implement a carbon fee	*****
Adopt Federal fuel economy standards	*****
Use technology and “smarter roads to manage traffic flow and boost efficiency	*****
Provide information to expand use of low carbon travel options and fuel-efficient driving techniques ² through public education and marketing	*****
Make walking and biking more safe and convenient with complete streets	*****
Provide information and incentives to expand use of low carbon travel options through employer-based commuter programs	*****
Limit urban growth boundary expansion	*****
Expand access to car-sharing	*****
Expand access to and market share of electric vehicle/plug-in electric vehicles	*****
Maintain and make streets and highways more safe, reliable and connected	*****

* Note: The estimated climate benefit reflects the relative climate benefit of individual policies as they were tested in Phase 1. The climate benefit shown represents the relative effectiveness of each policy in isolation and does not capture any reductions that may occur from synergies between multiple policies.

Metro also undertook an extensive consultation process by sharing the Phase 1 findings with the cities, counties, county-level coordinating committees, regional advisory committees and state commissions. In addition, Metro convened workshops with community leaders working to advance public health, social equity, environmental justice and environmental protection in the region. A series of discussion groups were held in partnership with developers and business associations across the region.



² ODOT initiated a statewide EcoDrive campaign in 2013. More information can be found at <http://www.oregon.gov/ODOT/TD/TP/pages/ecodrive.aspx>

More than 100 community and business leaders participated in the workshops and discussion groups.

Eight case studies were produced to spotlight local government success stories related to strategies implemented to achieve their local visions that also help to reduce GHG emissions. A video of local elected officials and other community and business leaders was also produced as another tool for sharing information about the project and the range of strategies being considered.

Through these efforts, Metro concluded that the region's 2040 Growth Concept and the locally adopted land use and transportation plans that implement it provide the foundation for further scenario development and analysis. **Figure 3** summarizes the three approaches evaluated.

FIGURE 3. THREE APPROACHES THAT WERE EVALUATED IN 2013

Scenario A	RECENT TRENDS This scenario shows the results of implementing adopted plans to the extent possible with existing revenue.
Scenario B	ADOPTED PLANS This scenario shows the results of successfully implementing adopted land use and transportation plans and achieving the current RTP, which relies on increased revenue.
Scenario C	NEW PLANS & POLICIES This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

A set of criteria also were developed through the Phase 2 consultation process that would be used to evaluate and compare the scenarios considering costs and benefits across public health, environmental, economic and social equity outcomes. As unanimously recommended by the Metro Policy Advisory Committee (MPAC) and the Joint Policy Advisory Committee on Transportation (JPACT), Council approved a resolution on June 6 directing staff to move forward into the analysis and report back with the results in Fall 2013. The Phase 2 evaluation was conducted during the summer and fall of 2013.

In addition to conducting the analysis, staff prepared a communication and engagement strategy to guide the project to successful completion by the end of 2014. The strategy is summarized in Table 2.

Table 2. Phase 3 Engagement Strategy As Supported by Council on July 30, 2013

Stage	First Look at Scenario Results	Community Choices Discussion	Building Understanding of Preferred Scenario	Final Adoption and Building Momentum for the Future
Time frame	Oct. – Dec. 2013	Jan. – May 2014	June – Aug. 2014	Sept. – Dec. 2014
Milestone	Release results (Oct.)	Council/JPACT/MPAC direction on preferred scenario (April-May)	Public review draft scenario summarized (June)	Public comment period begins (Sept.) Council/JPACT/MPAC Adoption (Dec.)
Goal	Decision-makers review results and begin to identify/ discuss tradeoffs and policy issues through process of shared discovery	Decision-makers, public officials, business and community leaders, community groups and engaged public shape public review draft preferred scenario	Decision-makers, public officials, and business and community leaders understand basic elements of draft preferred scenario and importance of participating in final adoption process	Decision-makers, public officials, and business and community leaders embrace and take ownership of preferred scenario, commit to implement next steps/action plan

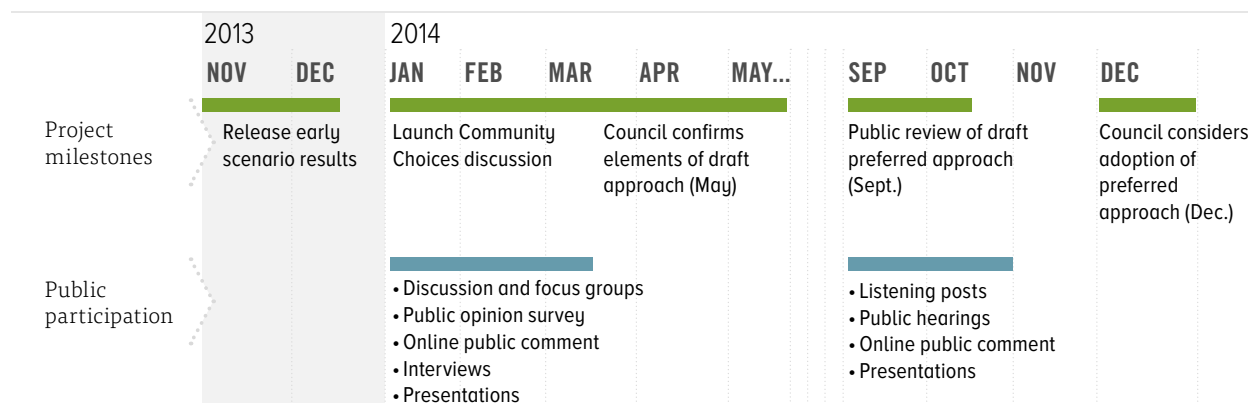
PHASE 3 - WHERE WE ARE NOW AND WHERE WE ARE HEADED

As directed by the Metro Council in June and July, staff began reporting back to Council and regional advisory committees in November 2013, launching the third, and final, phase of the project. More information is provided below.

Phase 3 from November 2013 to December 2014 will focus on reporting back the results of the evaluation and seeking input from community and business leaders, local governments, state agencies and the public about which investments and actions should be included in a preferred approach for the Metro Council to consider for adoption in December 2014.

Figure 3 provides a summary of Phase 3 activities and milestones is provided for reference.

FIGURE 3. PHASE 3 PROJECT MILESTONES AND PUBLIC PARTICIPATION OPPORTUNITIES



- **FIRST LOOK AT RESULTS: In November and December 2013**, the analysis results are being reported back to the Metro Council, regional advisory committees and local government county-level coordinating committees, prior to engaging other community and business leaders and the public. The November briefings focused on review of what was tested and reporting the estimated greenhouse gas emissions reductions and land use, employment, transportation and environmental outcomes. The December briefings will focus on reporting the scenarios' cost analysis relative to economic and social equity outcomes. Additional cost-related analysis and the public health impact assessment being conducted by the Oregon Health Authority will be reported in January 2014. **A goal of the "First Look at Results" is to begin to identify potential policy areas on which to seek input through "Community Choices" discussions in 2014.**
- **COMMUNITY CHOICES DISCUSSION: From January to April 2014**, Metro will facilitate a Community Choices discussion to explore policy choices and trade-offs. Community and business leaders, local governments and the public will be asked to weigh in on which investments and actions should be included in the region's preferred approach. On-line comment opportunities, stakeholder interviews, discussion groups, public opinion research and focus groups will be used to gather input. A Community Choices discussion guide, Data Book of results, presentation tool kit and other communication materials will also be available to support Council and partner outreach throughout this period. **A public engagement summary report and recommendations for the draft preferred scenario will be provided to Metro's technical and policy advisory committees in April.**
- **DIRECTION TO STAFF: In May 2014**, the Metro Council will be asked to provide direction to staff on the draft preferred approach. Outreach to local government officials will occur in the summer in advance of the final adoption process to be held in the fall. **The draft approach will be evaluated in Summer 2014 and then released for final public review in September 2014.**
- **ADOPTION PROCESS: From September to December 2014**, the project will move into the final adoption stage. OAR 660-044 directs the Metro Council to select a preferred approach by the end of 2014 after public review and consultation with local governments and state and regional partners. On-line comment opportunities and public hearings are planned during this period. Refinements may be identified through the adoption process. The final action to select a preferred scenario is required to be in the form of an amendment to the Regional Framework Plan. The action is also anticipated to make recommendations to state agencies and commissions, the 2015 Legislature, and the 2018 Regional Transportation Plan (RTP) update. **The Metro Council will consider adoption of a preferred approach on December 18, 2014.**

Figure 5 shows the project timeline and decision milestones.



In early 2015, Metro will submit the preferred approach to the Land Conservation and Development Commission in the manner of periodic review. According to OAR 660-044, following Metro's plan amendment and LCDC review and order, Metro is required to adopt functional plan amendments, if needed, to require cities and counties to update local plans as necessary to implement the preferred scenario.

CHANGES SINCE MPAC AND JPACT LAST CONSIDERED THIS ITEM

- Council and staff **briefed county-level policy and technical coordinating committees, City of Portland staff and the Local Officials Advisory Committee (LOAC) to LCDC** on the early results.
- **Staff continued preparing additional analysis of the three alternatives related to costs and fiscal, public health and social equity outcomes, and reviewed initial results with the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC).**
- The **Oregon Health Authority continued preparing a health impact assessment** of the three alternatives. This work is now expected to be completed in December and will be shared with policymakers in January, along with the remaining cost analysis.
- **Staff selected a contractor to support the project's communications and engagement plan.** Jeanne Lawson and Associates has been selected to assist Metro staff with gathering input from identified audiences through interviews, facilitated topic-specific discussion groups, and an online comment tool that effectively engages interested members of the public. The input will be summarized and then provided to Council, MPAC and JPACT to inform development of a draft preferred scenario by May 2014. The Contractor will also help develop a mix of presentation tools and materials to support Councilor and partner presentations and outreach in 2014.

- Staff continued **coordination with Oregon Department of Transportation (ODOT), the Department of Land Conservation and Development (DLCD) and the Oregon Metropolitan Planning Organizations Consortium (OMPOC)** on CSC-related work. Staff provided information to be included in a progress report from LCDC and ODOT to the 2014 House and Senate Transportation Subcommittees by February 1, 2014. Staff provided information to ODOT to inform development of a draft implementation work plan for the Oregon Statewide Transportation Strategy (STS). The STS was accepted in March by the Oregon Transportation Commission and will consider a draft work plan in 2014.

In addition, staff continued to provide technical and communication materials to the Central Lane metropolitan planning organization (MPO) to support the scenario planning effort under way in the Eugene-Springfield area. They anticipate completing an initial assessment of the greenhouse gas emissions reductions that could be achieved through their adopted plans by the end of the year. The Bend, Rogue Valley and Corvallis area MPOs are exploring how they might move forward to conduct a similar assessment of their adopted plans, and have reviewed the STS and CSC work completed to date to inform their approach.

As noted in November, the LCDC designated Commissioner Lidz to be the CSC project liaison to the Commission in May. Commissioner Lidz plans to attend future Council work sessions, Council liaison meetings and MPAC and JPACT discussions as his schedule permits. At this time, Commissioner Lidz anticipates attending the December MPAC and JPACT discussions. This represents an important opportunity for the region to build understanding of and support for the region's preferred approach with a member of the Commission. The Commission will review the region's adopted approach in the manner of periodic review in 2015.

Metro staff requested DLCD staff to respond to the Metro Council's November 5 work session request for LCDC review of the region's preferred approach prior to final Council action in December 2014. Similar to past land use actions taken by the Metro Council, DLCD staff have indicated that the Commission cannot formally review the region's preferred approach until after it is adopted by the Metro Council and submitted to LCDC in the manner of periodic review. DLCD staff have suggested that on-going staff coordination, Commissioner Lidz's role as a CSC liaison to the Commission and planned briefings to the full Commission will provide opportunities for the Commission to raise concerns and provide suggestions to the CSC process prior to final Council action in December 2014.

- Staff continued **coordination** with the Urban Growth Report, Regional Transportation Plan (RTP), Metropolitan Transportation Improvement Program and Equity Strategy Program staff to identify potential opportunities for collaboration around engagement, evaluation methods and data. The Oregon Department of Transportation, TriMet, SMART district, and cities and counties in the region are currently developing lists of investment priorities as part of the 2014 RTP update. The project lists are due on December 6, 2013, and are anticipated to include updated investment priorities from the Southwest Corridor Plan and East Metro Connection Plan in addition to other locally identified priorities from more recent updates to local visions and transportation system plans (TSPs). This presents an early opportunity for public agencies to identify investment priorities to be included in the preferred approach that is developed in 2014.

PROPOSED NEXT STEPS

Nov. – Dec. 2013

“First Look at Results” - Report back to regional advisory committees, and County Coordinating Committees.

November will focus on review of what was tested and reporting the estimated greenhouse gas emissions reductions and land use, employment, transportation and environmental outcomes.

December will focus on reporting the scenarios’ cost analysis relative to economic and social equity outcomes. Additional cost-related results will also be reported in January.

The Oregon Health Authority is anticipated to complete health impact assessment of the three scenarios and make recommendations in January.

Prepare a presentation toolkit, a Data Book summarizing the results, and a discussion guide and other communication materials to seek input on which strategies should be included in the region’s preferred approach from Jan. to April 2014.

Dec. 10, 2013

Council work session to discuss the scenarios’ cost analysis relative to economic and social equity outcomes and share key themes and concerns raised during local government briefings.

Dec. 11 and 12

MPAC and JPACT will receive an informational presentation on additional results related to economic and social equity outcomes, and have an opportunity to engage with Commissioner Lidz, LCDC’s liaison to the CSC project.

January 3

TPAC will receive an informational presentation on the remaining early results. The committee will also be requested to make a recommendation to JPACT on key policy areas to be the focus of further regional discussion and input in 2014. MTAC members will be provided with the TPAC materials when available, and will be invited to participate in the TPAC discussion on January 3.

January 8 and 9

MPAC and JPACT will receive an informational presentation on the remaining early results and recently completed opinion research compiled by Adam Davis. The committees will also be requested to make a recommendation to the Metro Council on key policy areas to be the focus of further regional discussion and input in 2014.

Jan. – March 2014

Engage local and state officials, community and business leaders and groups, and the public to share the results and seek input on the investments and actions to include in a draft preferred approach.

Project status update provided to the Land Conservation and Development Commission (LCDC) and the Oregon Transportation Commission; an opportunity for the commissions to provide comments and suggestions for Metro to consider as it moves forward.

April-May 2014	MPAC, JPACT and Metro Council provide direction on draft preferred approach - directing staff to analyze the draft preferred approach and prepare adoption package and public review materials.
Summer 2014	Analyze draft preferred scenario using the regional travel demand model and Metropolitan GreenSTEP. Project staff prepare adoption package for public comment period and provide updates to local governments.
September 2014	45-day public comment period on adoption package. Consult with local governments, state and regional partners and the public on the “public review draft” preferred approach and implementation recommendations.
November 2014	MPAC and JPACT recommendation to the Metro Council on the preferred land use and transportation scenario.
December 2014	Metro Council takes action on recommended preferred approach.
January 2015	Preferred approach submitted to DLCDC and LCDC for consideration in the manner of periodic review.

ATTACHMENT 1.



DECEMBER 3, 2013

FIRST LOOK AT RESULTS

Project Briefings and Engagement

November 2013 | Launch Phase 3 and First Look at Results

- Nov. 1 – TPAC (share early results; prep for JPACT)
- Nov. 5 – Council work session (share early results)
- Nov. 6 – MTAC (discuss early results; prep for MPAC)
- Nov. 13 – MPAC (share early results; identify key policy areas for further discussion)
- Nov. 14 – JPACT (share early results; identify key policy areas for further discussion)
- Nov. 18 - Local Officials Advisory Committee to LCDC (share early results)
- Nov. 20 - EMCTC TAC (share early results)
- Nov. 21 - WCCC TAC (share early results)
- Nov. 22 - TPAC (share early results)
- Nov. 27 - CTAC (share early results)

December 2013 | First Look at Results continues

- Dec. 2 - WCCC Policy (share early results; identify key policy areas)
- Dec. 4 - MTAC (share additional results; identify key policy areas)
- Dec. 5 - Wash. Co. Planning Directors (share early results; identify key policy areas)
- Dec. 5 - C-4 Metro Subcommittee (share early results; identify key policy areas)
- Dec. 9 - EMCTC Policy (share early results; identify key policy areas)
- Dec. 10 – Council work session (review additional results and share key themes)
- Dec. 11 - MPAC (review additional results)
- Dec. 12 – JPACT (review additional results)

January 2014 | Complete First Look at Results

- Jan. 3 – TPAC (review additional results; recommend policy areas to be focus of 2014 engagement)
- Jan. 8 – MPAC (review additional results; recommend policy areas to be focus of 2014 engagement)
- Jan. 9 – JPACT (review additional results; recommend policy areas to be focus of 2014 engagement)

January – May 2014 Community Choices Discussion schedule under development

OVERVIEW OF SCENARIO ASSUMPTIONS

November 25, 2013



INTRODUCTION

The Portland metropolitan region is an extraordinary place to live. Our region has vibrant communities with inviting neighborhoods. We have a diverse economy and a world-class transit system. The region features beautiful scenery, parks, trails and wild places close to home.

Over the years, the communities of the Portland metropolitan area have taken a collaborative approach to planning that has helped make our region one of the most livable in the country. Because of our dedication to planning and working together to make those plans a reality, we have set our region on a wise course for managing growth – but times are changing. An increasingly diverse and growing population, a changing climate, rising energy costs, aging infrastructure, and other social and economic challenges demand new kinds of leadership and thoughtful deliberation and action.

PROJECT BACKGROUND

The 2009 Oregon Legislature required the Portland metropolitan region to develop an approach to reduce per capita greenhouse gas emissions from cars and small trucks by 20 percent by 2035 while at the same time the region expects to welcome nearly 490,000 new residents and more than 365,000 new jobs within the region’s urban growth boundary.

The Climate Smart Communities Scenarios Project will illustrate how different investments and policies can protect farms, forestland and natural areas, create healthy, livable neighborhoods, and grow the regional economy while reducing greenhouse gas emissions from cars and small trucks. Building toward a future that reflects what is important to us means making priority investments that drive a strong economy, support the unique character of our

communities and ensure everyone has access to the opportunities that create the quality of life for which our region is known.

We know that investing in quality infrastructure is essential to a functioning, vibrant economy and healthy, livable communities. Past experience and analysis indicate that investments in centers, corridors and employment areas are an effective means of attracting growth to these areas in support of community visions and values. Investments can take the form of urban renewal, expanding transit service, building new sidewalks, bikeways or street connections, managing parking, travel option programs, and other tools. Removing barriers to more efficient use of land and existing infrastructure can also help local governments achieve their desired community visions.

Yet the Portland metropolitan region is not making the investments necessary to support our growing population or achieve community visions. The cost of building the needed public and private facilities is estimated to be \$27 to \$41 billion. Traditional funding sources are expected to cover only half that amount. The existing transportation system is overburdened and underfunded, and cannot not meet current or future needs of the region.

As the region’s economy, labor and housing markets begin to recover in the aftermath of the Great Recession, lack of investment over the last 20 years in the systems that support our communities is undermining our region’s ability to take advantage of opportunity. We’re investing less in infrastructure today than at any time in our history. Infrastructure, such as roads, highways, sewer and stormwater networks, and school facilities, is not being maintained or replaced as it ages. We also need to complete gaps in our region’s transit, walking and biking networks. At a time when state and federal resources needed to address our aging infrastructure are scarce, we have a unique opportunity to find a better way to support our communities, attract new business, and grow the economy. The same kinds of investments that can help address these needs

can also help achieve our greenhouse gas emissions reduction goals.

To better understand the possibilities and challenges facing the region, the Climate Smart Communities Scenarios Project evaluated three scenarios in Summer, 2013. Each scenario reflects choices about how and where the region invests to implement locally adopted plans and visions. They illustrate how different levels of leadership and investment could impact how the region grows over the next 25 years and how those investments might affect different aspects of livability for the region – creation of living-wage jobs, access to transit and jobs, housing, air quality, public health and greenhouse gas emissions.

The results of the analysis will be used to frame a regional discussion about which investments and actions should be included in a preferred approach. Working together, cities, counties and regional partners will decide which elements from each of the three scenarios evaluated should go forward into a preferred approach for the region to adopt in December 2014. Through this collaborative effort, we can identify how the region should work together to implement the approach that is adopted and develop new kinds of leadership and the local, regional, state and federal partnerships needed to invest in communities to make local and regional plans a reality.

WHAT WE TESTED

While most assumptions are tailored to each scenario, several assumptions were the same for all three scenarios:

- Comprehensive plans and zoning as adopted by cities and counties across the region.
- Vehicle and fuel assumptions that were developed by three state agencies (ODOT, ODEQ and ODOE), and assumed by the Land Conservation and Development Commission when setting the region’s per capita GHG emissions reduction target in 2011. The assumptions were developed based on the best available information and current estimates about improvements in technologies and fuels.
- Federal gas tax at 18 cents per gallon (2012 level).

THREE APPROACHES THAT WE EVALUATED IN 2013

Scenario A	RECENT TRENDS This scenario shows the results of implementing adopted plans to the extent possible with existing revenue.
Scenario B	ADOPTED PLANS This scenario shows the results of successfully implementing adopted land use and transportation plans and achieving the current RTP, which relies on increased revenue.
Scenario C	NEW PLANS & POLICIES This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

Scenario

A

RECENT TRENDS

Reference case

Given the uncertainties facing our region today, it is difficult to predict future trends and conditions. With that limitation in mind, the starting point for the scenarios analysis is the reference scenario. This scenario is a projection of how the region would grow if current local government transportation and land-use plans are followed through to 2035 with existing revenues and policies.

Land use and urban form

- Current zoning is maintained.
- Future Metro urban growth boundary expansions through the year 2035 add about 28,000 acres, in keeping with falling behind on the investments needed to attract growth in the region's centers, corridors and employment areas. This represents an accelerated schedule for making the region's adopted 50-year land supply available for development.
- Neighboring cities grow at rates that are similar to historic rates.

Public and private development incentives and fees

- Public incentives for housing decline from today limiting the ability of public agencies to partner with the private sector to build investments.
- Significant urban growth boundary expansion is coupled with higher developers fees in these areas to help urban reserves to be ready for development, recognizing limited public funding is available to fund needed infrastructure in these areas.
- Areas with paid parking in place today remain the same. This includes portions of the Portland Central City – Downtown Central Business District, Lloyd District, and

the River District/Northwest. No other parking strategies are implemented throughout the region.

Transportation revenues

Limited investment is made in the region's transportation system as funding levels stay the same as they are today for the period 2010 to 2035. Only projects with committed funding were included in the analysis.

Key road and highway investments

- The Sellwood Bridge replacement is completed.
- Interchanges in the I-84, OR 217 and US 26 corridors and at the junction of I-205/I-84 are improved.
- Auxiliary lanes are added on I-5 and I-205 at the junctions of I-5/I-205 and I-205/Powell/Washington and I-205/I-84, respectively.
- US 26 West is widened to six through lanes.
- Shute Road and 185th Avenue are widened to seven lanes to improve access from the Intel campus to US 26.
- The Sunrise project connection from I-205 to Southeast 122nd Avenue is built.
- Existing programs aimed at improving traffic operations and reducing delay continue at existing programmatic levels. Investments include timing traffic signals to be coordinated and implementing programs to clear breakdowns and accidents quickly on the region's highways.

Regional transit investments

- Portland-to-Milwaukie light-rail transit is constructed and Milwaukie light rail feeder bus service is provided.
- The Portland streetcar CL line loop is completed.
- 2010 levels of TriMet and South Metro Area Rapid Transit (SMART) service is maintained with small increases in TriMet service targeted to address overcrowding and delays due to congestion.

Complete streets and active transportation investments

- New street connections and widening of existing major streets are limited to projects with committed funding.
- Limited bicycle and pedestrian investments reflecting that existing revenues are largely dedicated to transit, road and highway investments.

Education and incentive programs

- Employer Outreach programs are funded at existing levels and focused on encouraging large employers (100 or more employees) to promote transit use, flexible work hours, carpooling, walking and bicycling in their workforce.
- Metro's Regional Travel Options (RTO) program continues to support operation of the Drive Less Connect program and provides technical assistance to Transportation Management Associations (TMAs) in the region, including the Lloyd District TMA, Westside Transportation Alliance and Swan Island TMA at existing program levels.
- Participation in carsharing programs grows.

Scenario **B** **ADOPTED PLANS**

This scenario is a projection of how the region would grow if current local transportation and land-use plans are followed through to 2035 with the revenues anticipated in the 2035 Regional Transportation Plan.

Land use and urban form

- Current local zoning is maintained.
- Future Metro UGB expansions through the year 2035 add nearly 12,000 acres, in keeping with the regional growth distribution adopted by the Metro Council in November 2012.
- Assumptions for neighboring cities are the same as Scenario A.

Public and private development incentives and fees

- Public incentives for housing grow and are available in more areas than today.
- Developers pay similar fees as exist today, but less than Scenario A.
- Funding for public infrastructure (capital costs as well as costs of maintenance and upgrade) is available in all urban reserve areas added to the urban growth boundary to accommodate new jobs and housing.
- A market-based approach to parking management is implemented in all regional centers, station communities and town centers served by high capacity transit.

Transportation revenues

Significant investments are made to the transportation system reflecting the \$14 billion (2014\$) in funding assumed in the 2035 RTP financially constrained system for the period 2010 to 2035. Funding sources include:

- an increase of one cent per gallon per year in the statewide gas tax for system

- operations and maintenance.
- a \$15 increase of the state vehicle registration fee every eight years to pay for system expansion.
- continuation of past local and federal funding levels to pay for system expansion
- tolling on the I-5/Columbia River Bridge crossing to help pay for the I-5 Bridge Replacement project.
- An increase in the payroll tax to pay for reinvestment and expansion of transit service.

Key road and highway investments

- The I-5/Columbia River Bridge Replacement is constructed, and I-5 North is widened to six through lanes.
- Additional interchange investments are made in the I-5, I-205, I-84, OR 217 and US 26 corridors.
- Programs and investments aimed at improving traffic operations and reducing delay are also expanded, including the expansion of real-time traveler information on-line and through the growing Smartphone app industry.

Regional transit investments

- Columbia River Crossing light rail from Milwaukie to Clark College via downtown Vancouver is constructed.
- Portland to Lake Oswego streetcar, Burnside/Couch streetcar to Hollywood Transit Center and the Eastside streetcar loop (using the Milwaukie LRT bridge) are completed.
- Bus service routes and operations are adjusted to serve all new capital projects.

Complete streets and active transportation investments

- New street connections that further build out the regional street grid and arterial street expansion are constructed throughout system.
- Freight rail and street extensions and expansions focused on serving industrial areas are constructed.
- Major streets are widened or retrofitted with wider sidewalks, safer street crossings, improved bus stops, bikeways, transit signal priority at intersections and other multi-modal designs.
- On-street bicycle and pedestrian projects, such as bicycle lanes, cycle tracks, bicycle boulevards, sidewalks and crossing improvements are constructed.
- Off-street regional trail projects are constructed, such as the Lake Oswego to Portland trail, South waterfront Willamette Greenway trail, Fanno Creek (Red Electric) trail, Beaverton Creek Trail, Westside trail, Bronson Creek trail, Council Creek trail, Tonquin trail, Columbia Slough trail, Scouter's Mountain trail, the Sunrise Project trail and Springwater trail, Oregon City Loop trail, a segment of the E. Buttes Loop trail, and the Gresham-Fairview trail.

Education and incentive programs

- Car-sharing and Metro's Regional Travel Options (RTO) program is expanded throughout the region, particularly in areas served by high capacity transit.
- ODOT successfully launches a statewide EcoDrive Campaign, focusing on giving commercial drivers training in fuel-efficient driving practices. The campaign targets public agencies and private, commercial companies who maintain a fleet of cars and/or trucks, providing them with materials to teach their employees on ways to improve fuel efficiency through vehicle maintenance and driving techniques.

Scenario
C

**NEW PLANS &
POLICIES**

Land use and urban form

- Current local zoning is maintained, but additional zoned capacity is assumed in keeping with the Southwest Corridor land use vision adopted by the Southwest Corridor Steering Committee in 2013. The vision identified additional residential and employment capacity to be added to areas of southwest Portland, Tigard, Tualatin and Sherwood.
- Future Metro UGB expansions through the year 2035 add nearly 12,000 acres, in keeping with the regional growth distribution adopted by the Metro Council in November 2012.
- Assumptions for neighboring cities are the same as Scenario A.

Public and private development incentives and fees

- Public incentives for housing grow and are available in more areas than Scenario B. New locations served by high capacity transit are assumed to provide incentives to attract more housing and jobs in these areas.
- Developers pay similar fees as exist today, the same as Scenario B.
- Funding for public infrastructure (capital costs as well as costs of maintenance and upgrade) is available in all urban reserve areas added to the urban growth boundary to accommodate new jobs and housing.
- In addition to the parking assumptions in Scenario B, a market-based approach to parking is also implemented in locations within .25-mile of where one or more frequent bus service routes intersect. Frequent bus lines have 15-minute or better service all day everyday.

Transportation revenues

Significant investments are made to the transportation system reflecting the \$20.8 billion (2014\$) in funding assumed in the 2035 RTP State System for the period 2010 to 2035. In addition to the financially constrained system funding sources, this includes:

- The equivalent of a \$2 per year increase in the state vehicle registration fee through 2035 to pay for system expansion.
- Creation of a local/regional vehicle registration fee equivalent to \$1 per year to pay for system expansion.
- Creation of local street utility fees where they do not currently exist to pay for system maintenance and operations.
- a \$.03 per mile road use fee in lieu of at statewide gas tax beginning in 2015 to pay for system maintenance and expansion.
- a \$50 per ton carbon fee beginning in 2015 to pay for system expansion.
- the equivalent of a .02 increase in the TriMet payroll tax to pay for additional expansion of transit service.

Key road and highway investments

- Investments assumed in Scenario B.
- The Sunrise project extension from Southeast 122nd to Southeast 172nd Avenue is built.
- Operational improvements are made in the I-5 South and I-205 corridors.
- Programs and investments aimed at improving traffic operations and reducing delay are also expanded to clear breakdowns and accidents quickly on the region's arterials.
- Additional interchange investments are made at the junctions of I-5/OR 217, I-5/72nd and US 26/185th Avenue.

Regional transit investments

- Investments assumed in Scenario B.
- An extension of light rail transit from Portland to Tigard via Barbur Boulevard is constructed.
- High capacity transit serving AmberGlen in Hillsboro and the Powell/Division, I-205,

McLoughlin Boulevard and Tualatin-Valley Highway corridors is provided.

- Other Portland Streetcar extensions are completed, including: Broadway/Weidler Streetcar, Northeast MLK Streetcar, linking Portland State University to the Oregon Museum of Science and Industry (OMSI) to Northeast Killingsworth, and Northwest 19th/20th Streetcar.
- Bus service routes and operations are adjusted to serve all new capital projects. In addition, all headways are 30-minute or better, either through overlapping service or straight frequency on a single line. Frequent service lines have a minimum of 10-minute headway or better.
- A locally-developed transit Service Enhancement Plan (SEP) for each part of the region is fully implemented building on the plan developed for the westside in 2012.
- Westside commuter rail operations are expanded to all-day service with 15-minute peak and 15 off-peak headways.

Complete streets and active transportation investments

- Additional new street connections that build out the regional street grid and arterial street expansion are constructed throughout system.
- Freight rail and street extensions and expansions focused on serving industrial areas are constructed.
- Major streets are widened or retrofitted with wider sidewalks, safer street crossings, improved bus stops, bikeways, transit signal priority at intersections and other multi-modal designs.
- On-street bicycle and pedestrian projects, such as bicycle lanes, cycle tracks, bicycle boulevards, sidewalks and crossing improvements are constructed.
- The draft regional Active Transportation Plan (August 2013) recommended pedestrian and bicycle networks are completed, including the spiderweb bicycle network. The spiderweb network encompasses diagonal bicycle parkways

radiating from the Portland central city that are connected by circular bicycle parkways that connect nearly all town centers.

- Off-street regional trails in Scenario B are constructed in addition to other trails, such as the Turf to Surf Rail with Trail, the Willamette River shared-use path in Oregon City, the Trolley Trail Bridge, completion of the St. John's segment of the Willamette Greenway, the northern railroad crossing segment of the Gresham-Fairview trail, and the East Buttes Loop Trail.

Education and incentive programs

- Car-sharing, employer outreach programs and Metro's Regional Travel Options (RTO) program are expanded throughout the region, particularly in new areas served by high capacity transit and frequent bus service.
- Real-time traveler information is provided on-line and through the growing Smartphone app industry.
- ODOT successfully expands its statewide EcoDrive Campaign to individual drivers, as evidenced by growth in participation in the region.

Phase 2: 2010 base year and alternative scenario inputs

The inputs are for research purposes only and do not represent current or future policy decisions of the Metro Council.

		2010	2035		
		Base Year Reflects existing conditions	Scenario A Recent trends	Scenario B Adopted plans	Scenario C New plans and policies
Strategy					
Community design	Households in mixed use areas (percent)	26%	36%	37%	37%
	Urban growth boundary expansion (acres)	2010 UGB	28,000 acres	12,000 acres	12,000 acres
	SOV trips under 10 miles that shift to bike (percent)	9%	10%	15%	20%
	Transit service (daily revenue miles)	73,000 miles	80,000 miles	91,000 miles (RTP Financially Constrained)	159,000 miles (RTP State + more transit)
	Work/non-work trips in areas with parking management (percent)	13% / 8%	13% / 8%	30% / 30%	50% / 50%
Pricing	Pay-as-you-drive insurance (percent of households participating)	0%	20%	40%	100%
	Gas tax (cost per gallon 2005\$)	\$0.42	\$0.48	\$0.73	\$0.18
	Road user fee (cost per mile 2005\$)	\$0	\$0	\$0	\$0.03
	Carbon emissions fee (cost per ton)	\$0	\$0	\$0	\$50.00

The inputs are for research purposes only and do not represent current or future policy decisions of the Metro Council.

Strategy

		2010	2035		
		Base Year Reflects existing conditions	Scenario A Recent trends	Scenario B Adopted plans	Scenario C New plans and policies
Marketing and incentives	Households participating in eco-driving (percent)	0%	0%	30%	60%
	Households participating in individualized marketing programs (percent)	9%	30%	30%	60%
	Workers participating in employer-based commuter programs (percent)	20%	20%	20%	40%
	Car-sharing in high density areas (target participation rate)	One car share per 5000 vehicles	Twice the number of car share vehicles available	Same as Scenario A	Four times the number of car share vehicles available
	Car-sharing in medium density areas (target participation rate)	One car share per 5000 vehicles	Same as today	Twice the number of car share vehicles available	Same as Scenario B
Roads	Freeway and arterial expansion (lane miles added from 2010)	N/A	9 miles	81 miles (RTP Financially Constrained)	105 miles (RTP State)
	Delay reduced by traffic management strategies (percent)	10%	10%	20%	35%
Fleet	Fleet mix (percent)	auto: 57% light truck: 43%	auto: 71% light truck: 29%		
	Fleet turnover rate (age)	10 years	8 years		
Technology	Fuel economy (miles per gallon)	auto: 29.2 mpg light truck: 20.9 mpg	auto: 68.5 mpg light truck: 47.7 mpg		
	Carbon intensity of fuels	90 g CO ₂ e/megajoule	72 g CO ₂ e/megajoule		
	Plug-in hybrid electric/all electric vehicles (percent)	auto: 0%/1% light truck: 0%/1%	auto: 8%/26% light truck: 2%/26%		

**CLIMATE
SMART
COMMUNITIES
SCENARIOS PROJECT**



Metro



**What the future
might look like
in 2035**

Scenario
A
Recent Trends
This scenario shows the results of implementing adopted plans to the extent possible with existing revenue.

Scenario
B
Adopted Plans
This scenario shows the results of successfully implementing adopted land use and transportation plans and achieving the current RTP, which relies on increased revenue.

Scenario
C
New Plans and Policies
This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

INVESTING IN GREAT COMMUNITIES

The Climate Smart Communities Scenarios Project was initiated in response to a mandate from the 2009 Oregon Legislature to reduce greenhouse gas emissions by 20 percent from cars and small trucks by 2035.

There are many ways to reduce emissions while creating healthy, more equitable communities and a vibrant regional economy. Providing services and shopping near where people live, expanding transit service, encouraging electric cars and providing safer routes for walking and biking all can help.

The goal of the Climate Smart Communities Scenarios Project is to engage community, business, public health and elected leaders in a discussion with their communities to shape a preferred approach that meets the state mandate and supports local and regional plans for downtowns, main streets and employment areas.

To realize that goal, Metro evaluated three approaches – or scenarios – over the summer of 2013 to better understand how best to support community visions and reduce greenhouse gas emissions. The results will be used to frame the regional discussion about which investments and actions should be included in a preferred approach for the Metro Council to consider for adoption in December 2014.

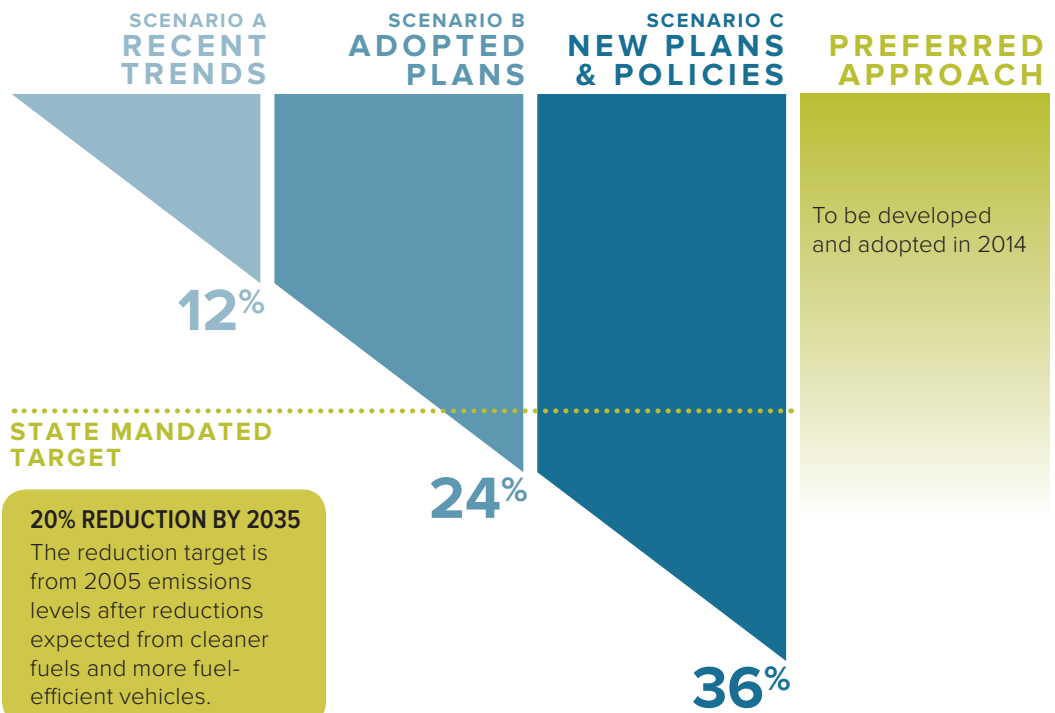
WHAT HAVE WE LEARNED SO FAR?

Adopted plans can meet the target

Our early analysis indicates that adopted local and regional plans can meet our target for reducing greenhouse gas emissions – if we make the investments and take the actions needed to implement those plans.

This is good news, but there is more work to be done.

REDUCED GREENHOUSE GAS EMISSIONS PERCENT BELOW 2005 LEVELS



WHAT DOES THIS MEAN FOR YOUR COMMUNITY?

We're in this together

Local, regional state and federal partnerships are needed to make the investments and take the actions necessary to create great communities while reducing greenhouse gas emissions.



What are the challenges to realizing your community visions?

At both the local and regional levels, we face many challenges in carrying out our adopted plans. The Climate Smart Scenarios Project provides an opportunity to work together to build on existing efforts and address these challenges.

Financial

- Funding
- Market demand and lending practices
- Costs and affordability

Civic

- Public acceptance
- Political will
- Governance structures

Regulatory

- Existing codes and regulations
- Alignment of federal, state and local policies

Sources: Regional policy and technical advisory committees, community and business leaders. Scenarios Project Strategy Toolbox (October 2011). Phase 1 Findings (January 2012) and Community Case Studies (Spring 2013)

WHAT INVESTMENTS AND ACTIONS BEST SUPPORT YOUR COMMUNITY VISION?

Each community is unique

Most of the investments and actions under consideration are already being implemented to varying degrees across the region to realize community visions and other important economic, social and environmental goals.

A one-size-fits-all preferred approach won't meet the needs of our diverse communities. A combination of investments and other actions will help us realize our shared vision for making this region a great place for generations to come.



INVESTMENTS AND ACTIONS THAT REDUCE EMISSIONS ✓ completed ● in progress		WHO HAS A ROLE?			
SUPPORTING LAND USE VISIONS		FEDERAL	STATE	REGIONAL	LOCAL
✓	Adopt 2040 Growth Concept			○	
✓	Adopt local zoning and comp plans				○
✓	Manage urban growth boundary			○	
●	Update community visions if desired				○
MAXIMIZING ENERGY EFFICIENCY					
✓	Adopt Federal fuel economy standards	○	○		
●	Shift to lower carbon fuels	○	○		
●	Shift to low emissions vehicles	○	○	○	○
●	Expand access to electric vehicle technology	○	○	○	○
●	Expand access to car-sharing				○
●	Use a market-based approach to manage parking				○
●	Use technology and “smarter” roads to manage traffic flow and boost efficiency		○	○	○
●	Provide information and incentives to expand use of low carbon travel options		○	○	○
INVESTING IN COMMUNITIES					
●	Maintain streets, highways, bridges and transit		○	○	○
●	Make streets and highways more safe, reliable and connected		○	○	○
●	Make transit more convenient, frequent, accessible and affordable		○	○	○
●	Make walking and biking more safe and convenient		○	○	○
●	Provide schools, services and shopping close to neighborhoods				○

About Metro

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy, and sustainable transportation and living choices for people and businesses in the region. Voters have asked Metro to help with the challenges and opportunities that affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to providing services, operating venues and making decisions about how the region grows. Metro works with communities to support a resilient economy, keep nature close by and respond to a changing climate. Together, we're making a great place, now and for generations to come.

Stay in touch with news, stories and things to do.

www.oregonmetro.gov/connect

Metro Council President

Tom Hughes

Metro Council

Shirley Craddick, District 1
Carlotta Collette, District 2
Craig Dirksen, District 3
Kathryn Harrington, District 4
Sam Chase, District 5
Bob Stacey, District 6

Auditor

Suzanne Flynn

WHAT'S NEXT?

November and December 2013 The analysis results are reported back to the Metro Council, regional advisory committees and county-level coordinating committees

January to April 2014 Community and business leaders, local governments and the public are asked to weigh in on which investments and actions should be included in the region's preferred approach

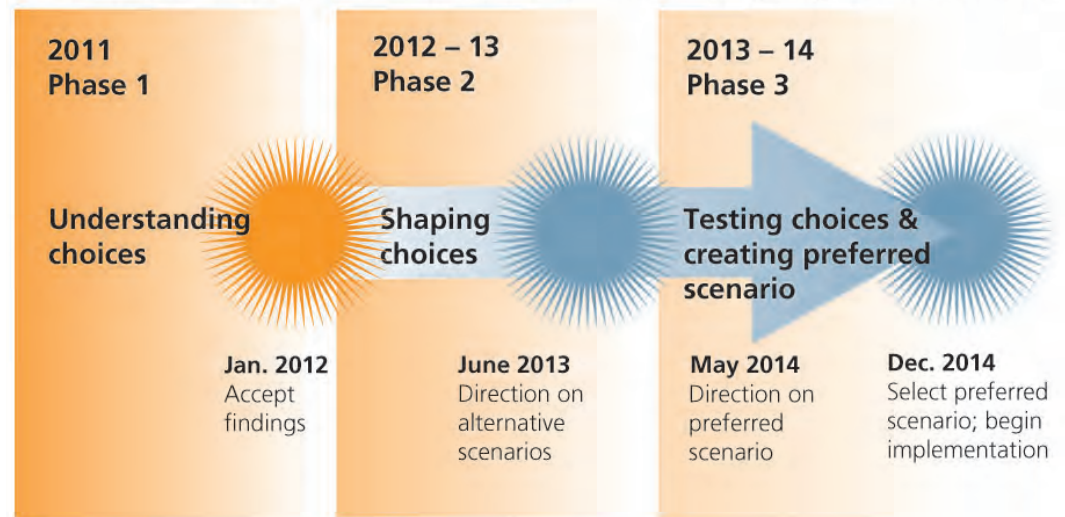
May 2014 The Metro Council is asked to provide direction to staff on the draft preferred approach

Summer 2014 Evaluation period for preferred approach

September 2014 Final public review of preferred approach

December 2014 Metro Council considers adoption of preferred approach

Climate smart communities scenarios project timeline



WHERE CAN I FIND MORE INFORMATION?

www.oregonmetro.gov/climatescenarios

Visit the project website to learn more about existing community efforts and their challenges, and to download other publications and reports.

For email updates, send a message to climatescenarios@oregonmetro.gov

MAKING A GREAT PLACE



NOV. 12, 2013

Printed on recycled-content paper. 14069



The Greater Portland Export Initiative Executive Summary and Update October 1, 2013

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.

With annual exports of more than \$21 billion, Greater Portland was one of only four regions in the nation that doubled exports in the past decade. After a year of study in cooperation with the Brookings Institution, Greater Portland developed a strategy that aims to double regional exports from 2012 to 2017 from \$21 billion to \$42 billion¹. Using coordinated strategic actions, the Greater Portland Export Initiative will help local companies' access global markets, grow jobs in our region, and make the President's National Export Initiative a reality at the regional level.

The initiative work began in 2011 and was formally launched in 2012 under the Office of the Mayor of Portland, the Portland Development Commission, and an export task force that included the Port of Portland, Greater Portland Inc (GPI), Business Oregon, and the U.S. Export Assistance Center Portland, among other regional stakeholders. Together, the region carried out a market assessment, company interviews, and discussions with key stakeholders. In 2012, GPI took the lead as convener and coordinator to first finalize and then begin implementation (in September) of the Greater Portland Export Initiative Business Plan. The plan is comprised of four main strategies:

- 1. Support and Leverage Primary Exporters** – This strategy calls for increasing the local share of the computer and electronic manufacturing supply chain and addressing regional policy issues to enhance the long-term competitiveness of the industry.
- 2. Catalyze Under-Exporters** – The region will work with a select group of key manufacturers to access new markets and will provide market intelligence, product diversification information and business-to-business mentoring.

¹ According to the Brookings Institution in 2011, the Greater Portland region exported \$21 billion in 2010, the most recent statistic available when the goal of doubling exports was proclaimed in 2012. In 2017 GPI will report the Brookings determination of the export figure for 2015 to determine the size of the increase in exports in five years.

3. Enhance the Export Pipeline – The region will work to increase the number of small and medium-size businesses exporting and develop an export-services roadmap. This includes training economic development professionals and creating a “one-stop shop” resource center in an effort to promote an export culture and provide intensive export mentoring.

4. Brand and Market Greater Portland’s Global Edge – The final strategy calls for building on existing industry work and identifying specific clusters with perceived high export potential - beginning with “We Build Green Cities” - and expanding to other industries, and maximizing the region’s visibility in the international marketplace through international branding and marketing.

In the first year, GPI guided the execution of these four strategies through a collaborative operational framework. This consisted of a high level public-private Export Leaders council, led by Metro Council President Tom Hughes and Intel Corporate Affairs Manager Jill Eiland, and eight work groups carrying out defined strategic actions within each core strategy.

Year one Update²: The first year of implementation ended September 30, 2013. Successfully implemented actions include:

- Strategy 1: Support and Leverage Primary Exporters
 - Dedicated Computer and Electronics Economic Development Team established to coordinate business retention and expansion efforts (ongoing in year two);
 - Westside Freight Access and Logistics Analysis completed;
 - Computer and Electronics Industry Baseline and Supply Chain Gap Analysis completed.
- Strategy 2: Catalyze Under-Exporters
 - High Potential Markets and Industry Sectors Identification completed;
 - Case Management, including Market Research, for Under Exporting Companies pilot program launched (ongoing in year two).
- Strategy 3: Enhance the Export Pipeline
 - Greater Portland Export Initiative tab created on the GPI website (additional grant resources are needed for creation of a dedicated Greater Portland Export Initiative website as envisioned in the business plan – ongoing in year two);
 - Export assistance training for economic development professionals conducted (ongoing in year two).
- Strategy 4: Brand and Market Greater Portland’s Global Edge
 - We Build Green Cities Marketing Initiative launched (ongoing in year two).

² For additional details please see the summaries from each Work Group.

Year Two Implementation: The second year of implementation began October 1, 2013 with the following new strategic actions:

- Strategy 1: Support and Leverage Primary Exporters:
 - Freight Leakage Study
 - Supply Chain Recruitment and Integration
- Strategy 2: Catalyze Under-Exporters
 - Peer-to-Peer Mentoring of Targeted Companies
- Strategy 4: Brand and Market Greater Portland's Global Edge
 - International Marketing Campaign for Other Clusters
 - International Branding and Marketing

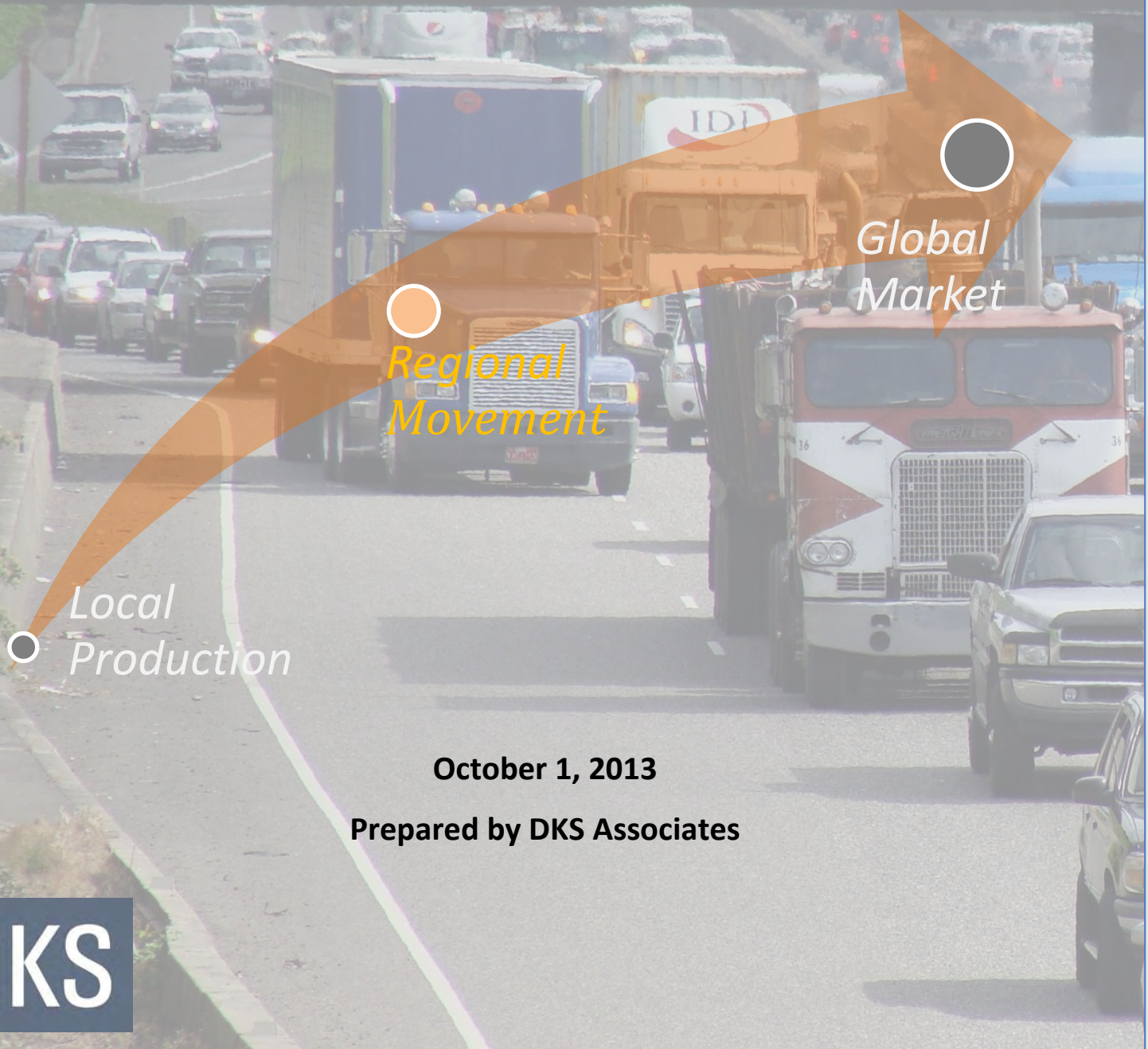
The Export Leaders council will meet two to three times in year two to provide oversight and guidance and the Export Work Team and the five new and five ongoing work groups will meet regularly to implement the strategic actions.

With important accomplishments and a few challenges ahead, the first year of the Greater Portland Export Initiative has made significant strides towards achieving our regional export goals. Year two will continue to create and retain exporters, diversify our exporting businesses, and develop a regional business culture to make Greater Portland one of the top export economies in the nation.

CLICK HERE FOR FULL REPORT

Greater Portland Export Initiative

Portland Region Westside Freight Access and Logistics Analysis

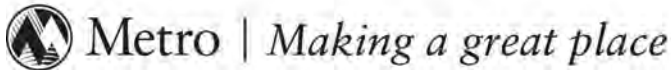


October 1, 2013

Prepared by DKS Associates



Materials following this page were distributed at the meeting.



JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION
November 14, 2013
Metro Regional Center, Council Chamber

MEMBERS PRESENT

Jack Burkman
Carlotta Collette, Chair
Shirley Craddick
Nina DeConcini
Kathryn Harrington
Donna Jordan
Neil McFarlane
Diane McKeel
Lisa Barton Mullins
Steve Novick
Paul Savas
Jason Tell
Roy Rogers

AFFILIATION

City of Vancouver
Metro Council
Metro Council
Oregon Department of Environmental Quality
Metro Council
City of Lake Oswego, representing Cities of Clackamas Co.
TriMet
Multnomah County
Multnomah County
City of Portland
Clackamas County
Oregon Department of Transportation
Washington County

MEMBERS EXCUSED

Shane Bemis
Steve Stuart
Bill Wyatt

AFFILIATION

City of Gresham, representing Cities of Multnomah Co.
Clark County
Port of Portland

ALTERNATES PRESENT

Lisa Barton Mullins
Susie Lahsene

AFFILIATION

City of Fairview, representing Cities of Multnomah Co.
Port of Portland

STAFF: Grace Cho, Beth Cohen, Andy Cotugno, Kim Ellis, Elissa Gertler, Michelle, Tom Kloster, Ted Leybold, Lake McTighe, John Mermin, Jim Middaugh, Kelsey Newell, Deena Platman, Randy Tucker, Steve Wheeler.

1. CALL TO ORDER, DECLARATION OF A QUORUM & INTRODUCTIONS

Chair Carlotta Collette declared a quorum and called the meeting to order at 7:30 a.m.

2. CITIZEN COMMUNICATIONS ON JPACT ITEMS

There were none.

3. UPDATES FROM THE CHAIR & COMMITTEE MEMBERS

There were none.

Chair Collette updated members on the following items:

- Introduced Taylor Allen, Council Policy Assistant, who will serve as the Recording Secretary for JPACT.
- The Association of Metropolitan Planning Organizations (AMPO) Conference took place October 22-25 and included a number of local speakers who highlighted statewide planning, national AMPO requirements and new tools utilized in scenario planning and regional safety.
- An Oregon AMPO Consortium meeting took place Friday, October 25, following the AMPO Conference. The consortium endorsed the ODOT platform for federal legislation for the Reauthorization of Map-21.
- The ConnectOregon V applications are due Monday, November 25.
- A retrospective evaluation of the 2016-18 Regional Flexible Fund Allocation process is currently underway. Stakeholders will receive an e-mail invitation to participate in a short questionnaire.
- The Active Transportation Plan (ATP) workshop, composed of over 35 local government officials, staff and community leaders is scheduled to meet and review the Regional Active Transportation Draft Plan at the end of December.

4. CONSIDERATION OF THE MINUTES FOR OCTOBER 10, 2013

MOTION: Commissioner Steve Novick moved, Councilor Donna Jordan seconded, to approve the JPACT Minutes from October 10, 2013.

ACTION: With all in favor, the motion passed.

5. PUBLIC ENGAGEMENT GUIDE: RESOLUTION NO. 13-4476

Councilor Kathryn Harrington introduced the Public Engagement Guide, which was formerly known as the Public Engagement Policy for Transportation Planning. The guide is intended to help elected officials make informed decisions that include the public and result in better communities. As communities change, it is important to periodically update and refresh practices to improve communication, engagement and respond to the evolving needs of the public. Additionally, Title VI federal requirements state that the public involvement guide for transportation must be updated every four years.

Ms. Patty Unfred of Metro provided an overview of the Public Engagement Guide, a comprehensive model for public engagement that embodies all of the work that Metro conducts. The guide—a resource for Metro, local government staff and the public – is divided into six user-friendly sections. Examples include: introduction; governing structure and public meetings and events. Ms. Unfred highlighted Appendix G, the Local Engagement and Non-Discrimination Checklist which is required by the federal government, the Federal Transit Administration and the Federal Highway Administration to ensure that any project to be considered for federal funding meets public

engagement expectations. Appendix G explicitly incorporates federal requirements into a clear checklist format. A full report of the guide is included in the online record.

The Public Engagement Review Committee (PERC), and engagement committees such as TPAC, helped to review and develop the guide. The 45-day public comment period resulted in over 1400 comments. Examples of comments received during the comment period address diverse internal and external outreach methods and community engagement. The comments received were incorporated in the guide.

In addition, staff noted that a collaborative Title VI training will be hosted by TriMet, City of Portland, ODOT, Oregon Transportation Research and Education Consortium (OTREC) and Metro is scheduled Monday, November 18th to provide an overview of federal compliance.

Member comments included:

- Members asked clarifying questions about the former Metro Committee for Citizen Involvement (MCCI), and engagement with the business community. Ms. Unfred stated that MCCI was reformulated three years ago. Additionally, Ms. Unfred stated that Metro made a deliberate effort to form questions that addressed the concerns and engagement of specific audiences such as the business community and others.
- Members requested access to Title VI materials after the November 18th Training. Ms. Unfred confirmed that the slide presentation would be available.
- Members expressed appreciation of the work completed.

MOTION: Councilor Harrington moved, Mr. Neil McFarland seconded, to approve Resolution No. 13-4476.

ACTION: With all in favor, the motion passed.

6. 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 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. Ms. Ellis provided a summary of the three scenarios tested and the key investment and actions assumed to implement 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.

Her presentation detailed how the scenarios compared across each of the following outcomes: greenhouse gas emissions, housing and jobs, travel, access to transit and destinations and air quality. Highlighted early takeaways included:

- Past planning and investments to implement the 2040 Growth Concept vision make the 20 percent target attainable;
- More work is needed to realize local and regional visions;
- Investing in local communities and growing the transit system across the region are essential to successfully meeting the reduction target; and
- Each community in the region is unique—a one size fits all approach will not be adequate as the region’s preferred approach.

Member comments included:

- Members expressed the need and importance of financial support at the federal and state level to implement the preferred scenario.
- Members recommended that the preferred scenario, when selected, include current projects or programs that will help the region meet the target. Examples included the proposed passenger rail from Eugene to Portland, and Southwest Corridor project. Ms. Ellis stated that the scenario planning would be updated to account for more recent developments.
- Members expressed the need to garner support from local communities and businesses to ensure it meets the transportation needs of residents and businesses throughout the metropolitan region.
- Members expressed that transit is a key element and recognized TriMet’s efforts to work with communities to identify more tailored transit service to better meet community mobility needs.
- Commissioner Paul Savas emphasized the importance of scenario planning to consider less dense metropolitan areas, such as those in Clackamas County, where vehicle transportation is a primary mode of travel. He suggested evaluating the reduction of carbon emissions as it relates to investments and actions that help address congestion and stop-and-go traffic.
- Members expressed interest in learning about which investments and actions reduce vehicle emissions the most and are most cost-effective.

7. DISCUSSION OF FEDERAL TRANSPORTATION PRIORITIES AND APPROVAL REQUESTED OF LETTER TO SENATORS WYDEN AND MERKLEY TO INCLUDE INCREASED TRANSPORTATION FUNDING IN THE BUDGET RECONCILIATION COMMITTEE

Mr. Andy Cotugno of Metro provided a presentation that consisted of two main components. First, he provided a comprehensive assessment of regional transportation policy options and issues to be considered for adoption in preparation for JPACT’s annual lobby trip to Washington, D.C. in March 2013. He highlighted the level of funding committed in the federal budget toward transportation as a significant issue addressed in the proposal. In addition to the overall funding level, examples of

some regional priority issues include Metropolitan Mobility, Freight, Transit, Active Transportation and Intercity Passenger Rail. Mr. Cotugno solicited feedback from JPACT members on the draft proposal. JPACT is anticipated to consider and vote on a resolution adopting the region's federal transportation position at its December 12th meeting.

In addition, Mr. Cotugno requested the approval of a draft letter addressed to Senators Wyden and Merkley to congratulate their recent appointment to the 2014 Budget Reconciliation Committee and urge the Senators to pursue increased transportation user fees with a corresponding reduction in the general fund subsidy to transportation as part of the budget reconciliation.

Member Comments Included:

- Members recommended strong phrasing in terms of the connection between health and active transportation to divert national attention from a long-term fiscal picture that is exacerbated by healthcare costs.
- Members highlighted the recent Congressional changes to the number of Metropolitan areas that can receive disaster preparedness funding; this decrease in funding has directly affected the Metro region, which no longer receives these federal resources. Members suggested a recommendation that emphasizes these changes be included to further demonstrate financial need.
- Members highlighted that the Portland Metropolitan area's fuel supply is located in one of the most unstable earthquake areas in Oregon. Members recommended language is added to the document to calling for federal funds to be used to strengthen vulnerable infrastructure.

8. 2014 REGIONAL TRANSPORTATION PLAN PROCESS UPDATE

Mr. John Mermin of Metro provided an overview of the 2014 Regional Transportation Plan Update. When updating the RTP it is important to evaluate how the region is evolving and to consider this when deciding what projects to include in the plan. His presentation included information on the top fourteen demographic, economic and travel trends. The full report is included as a part of the meeting record.

9. OREGON PASSENGER RAIL STUDY

Mr. David Knowles of David Evans and Associates provided an overview of the Oregon Passenger Rail Project which includes rail service from Portland to Eugene. The project is reviewing a series of possible rail alignments. The project is currently narrowing the rail alternatives and is anticipated to select the final set of alignments for the detailed environmental review by December 2014. The project's leadership council is anticipated to make recommendations to the Governor, the Oregon Transportation Commission and the Federal Railroad Administration. Mr. Knowles stated that the project is funded by the federal high-speed rail program, however traditional high speed rail is not being considered as part of the project. Additional information addressed public engagement.

Member comments included:

- Members expressed interest in the operating assumptions included in the project planning in reference to the number of trains. Mr. Knowles confirmed that the detailed operation

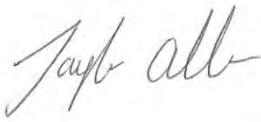
analysis has not been conducted, however the assumption is that there would be two additional trains with service from Eugene to Portland.

- Members asked clarifying questions about the trains, existing stations and points of service. Mr. Knowles stated that no set assumption has been confirmed.

10. ADJOURN

Chair Collette adjourned the meeting at 9:15 a.m.

Respectfully Submitted,



Taylor Allen

Recording Secretary

ITEM	DOCUMENT TYPE	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
1	Handout	11/12/13	RTP Review & Refinement Timeline	111413j-01
2	Minutes	10/13/13	101013 JPACT Minutes	111413j-02
3	Handout	N/A	Appendix G Local Engagement and Non-Discrimination Checklist	111413j-03
4	PPT	11/12/13	Public Engagement Guide	111413j-04
5	Brochure	11/12/13	Climate Smart Scenarios Project	111413j -05
6	PPT	11/14/13	Climate Smart Scenarios Project	111413j-06
7	PPT	11/14/13	2014 RTP Update	091213j-07
8	PPT	11/14/13	Oregon Passenger Rail Project	091213j-08

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE)	RESOLUTION NO. 13-4490
SUBSTITUTE TRANSIT TRANSPORTATION)	
CONTROL MEASURE (TCM) AS PART OF THE)	Introduced by Chief Operating Officer Martha
STATE AIR QUALITY STRATEGY AND)	Bennett in concurrence with Council
REGIONAL AIR QUALITY CONFORMITY)	President Tom Hughes
DETERMINATION)	

WHEREAS, clean air contributes to the health of Metro residents and their quality of life; and

WHEREAS, the federal Clean Air Act and other federal laws, including Code of Federal Regulations (CFR) 93.100 through CFR 93.128 contain air quality standards designed to ensure that federally supported activities meet air quality standards, and these federal standards apply to on-road transportation plans, programs and activities in the Metro area; and

WHEREAS, Chapter 340, Division 252, Transportation Conformity, of Oregon Administrative Rules was adopted to implement section 176(c) of the federal Clean Air Act, as amended, and these rules also apply to Metro area on-road transportation plans, programs and activities; and

WHEREAS, these federal and state regulations require an air quality conformity determination in order for metropolitan planning organizations (MPOs) to conduct its transportation planning and programming activities; and

WHEREAS, the federal Clean Air Act Section 176(c)(8) allows regions to replace adopted transportation control measures (TCMs) when the MPO, state air quality agency, and the U.S. Environmental Protection Agency find it necessary; and

WHEREAS, the second Portland Area Carbon Monoxide Maintenance Plan, as part of the State's air quality strategy, also provides a mechanism to substitute an existing TCM with a new proposed TCM when the MPO, the state air quality agency, and the U.S. Environmental Protection Agency agree to conduct a substitution; and

WHEREAS, Metro, the MPO for the Portland region, the Oregon State Department of Environmental Quality (DEQ), and EPA Region 10 agreed to initiate a TCM substitution process at the end of 2012 due to the potential of not meeting one of the existing TCMs; and

WHEREAS, Metro worked in coordination with DEQ, the Tri-County Metropolitan Transportation District (Tri-Met), the Oregon State Department of Transportation (ODOT), the U.S. Environmental Protection Agency, and local jurisdictions to develop the preferred TCM substitution through a collaborative process; and

WHEREAS, Metro and DEQ reviewed federal and state requirements and have determined all criteria have been met with the preferred substitute transit TCM being presented to replace the existing transit TCM; and

WHEREAS, the Transportation Policy Alternatives Committee (TPAC) took action May 31, 2013 approving the proposed TCM substitution and permitting Metro and DEQ to continue to move forward with the TCM substitution process; and

WHEREAS, DEQ undertook a 30-day public comment period and public hearing to provide community members the opportunity to provide feedback regarding the preferred substitute transit TCM; and

WHEREAS, the Environmental Quality Commission (EQC) reviewed the preferred TCM substitute and approved the substitute TCM on December 11, 2013; and

WHEREAS, Joint Policy Advisory Committee on Transportation approved the legislation at the _____ meeting; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the substitute transit TCM as part of the state air quality strategy and regional air quality conformity determination.

ADOPTED by the Metro Council this ____ day of December 2013.

Tom Hughes, Council President

Approved as to Form:

Allison R. Kean, Metro Attorney

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 13-4490, FOR THE PURPOSE OF ADOPTING THE SUBSTITUTE TRANSIT TRANSPORTATION CONTROL MEASURE (TCM) AS PART OF THE STATE AIR QUALITY STRATEGY AND FOR REGIONAL AIR QUALITY CONFORMITY DETERMINATION

Date: December 5, 2013

Prepared by: Grace Cho

BACKGROUND

In previous decades the Portland region failed to meet national air quality standards for carbon monoxide pollution and was designated a non-attainment area. As a result, the region is required to develop and implement strategies to reduce carbon monoxide emissions in order to conform to the federal Clean Air Act. To ensure compliance, federal regulations require the Joint Policy Advisory Committee on Transportation (JPACT), the metropolitan planning organization (MPO) board, to adopt an air quality plan with each Regional Transportation Plan (RTP) and Metropolitan Transportation Improvement Program (MTIP). The air quality plan includes a budget of transportation-related emissions and a series of ongoing “transportation control measures” (TCMs), which serve as strategies to reduce carbon monoxide emissions. For the Portland region, the TCMs are: 1) Increasing transit service; 2) Expanding the bicycle network; and 3) Building pedestrian connections. Until 2017, the region is expected to implement TCMs and demonstrate each MTIP and RTP conform to the provisions of the air quality plan to be eligible to receive federal funds for transportation projects within the region.

Recent transit service cuts due to the economic recession have endangered the region’s ability to meet the performance standard set forth by the transit service TCM. Under the existing method for evaluating the transit service increase TCM the region is projected to fall short of the performance standard. Failure to meet a TCM performance standard can result in an air quality conformity lapse, which jeopardizes the region’s ability to program federal transportation funds.

SUBSTITUTION OF TRANSPORTATION CONTROL MEASURES (TCMs)

Two provision, Section 176(c)(8) of the Clean Air Act and Appendix D9-2 of the second Portland Area Carbon Monoxide Maintenance Plan allows regions to employ a “substitution” when air quality conformity cannot be met with the TCMs identified in the statewide and regional air quality plans. A TCM substitution allows an existing TCM to be replaced with a proposed TCM that provides equal or greater pollution reduction. In accordance with federal and state rules, a TCM substitution may be initiated by the MPO, the relevant state air quality agency and U.S. Environmental Protection Agency (EPA).¹ In November 2012, the three agencies (Metro, Oregon Department of Environmental Quality, and EPA) elected to initiate a TCM substitution for the transit service TCM to prevent a conformity lapse.

TRANSPORTATION CONTROL MEASURE (TCM) SUBSTITUTION PROCESS

To initiate and develop a preferred TCM substitution, Metro and DEQ consulted the Transportation Policy Alternatives Committee (TPAC), whose membership represents local jurisdictions, regional and state partners, and community members. At the January 4, 2013 TPAC meeting, DEQ and Metro raised the issue of the region potentially not meeting the performance standard of the transit TCM identified in the adopted regional air quality plan.² Both agencies underscored the importance of implementing the TCMs with each MTIP and RTP; otherwise the region will risk repercussions of violating federal mandates, which affect all local agencies and projects that receive federal transportation dollars.

¹ The Oregon Department of Environmental Quality (DEQ) in conjunction with Metro, developed a TCM substitution mechanism that was codified with the adoption of the Portland Area Carbon Monoxide Maintenance Plan in the State Implementation Plan (SIP). The TCM substitution mechanism was adopted prior to the federal TCM substitution provision, therefore the Portland Metropolitan area is subject to federal and state TCM substitution regulations.

² Metro. “TPAC Meeting Summary.” January 4, 2013. <http://www.oregonmetro.gov/index.cfm/go/by.web/id=31965>

Subsequently at the January 25, 2013 TPAC meeting, members recommended Metro undertake a TCM substitution process to resolve the possibility of not meeting the transit service TCM and outlined several different TCM substitution options.³ The following TCM substitutions were considered:

- Combine the three TCMs into a single TCM. This substitution would combine the projected emissions reductions associated with each separate TCM performance standard together into a single emissions-related performance standard, and assess the collective result of the region’s progress in meeting each TCM.
- Change the Calculation Method for the Transit Service Increase TCM. This substitution would change the calculation method for the performance standard of the Transit Service Increase TCM. As stated in the existing transit service TCM, a 5-year rolling average of actual transit service hours is used.
- Rewrite the Performance Standard of the TCMs. This substitution would modify the existing performance standards for the three TCMs.
- An alternative as proposed by TPAC. This substitution would explore a proposal identified by TPAC.

At the January 25, 2013 meeting, members of TPAC selected a preferred TCM substitution, but EPA recommended to Metro, DEQ, and TriMet to pursue a different TCM substitution option during consultation of the preferred TCM. After further discussions, Metro, DEQ, and TriMet returned to TPAC at the April 26, 2013 meeting and recommended changing the calculation method for the transit TCM as the proposed substitution.⁴ The main reason provided was that the change in the calculation method would provide a better reflection of the region’s long-term commitment to transit. At the April 26, 2013 meeting, TPAC members agreed to move forward with the proposal to change the calculation method and directed staff to conduct the required analysis of the preferred TCM substitution.

Table 1. Existing Transit TCM and Preferred Substitute Transit TCM

	Existing Transit Service Increase TCM	Preferred Substitute Transit Service Increase TCM
	“Regional transit service revenue hours (weighted by capacity) shall be increased 1.0% per year. The increase shall be assessed on the basis of a 5 year rolling average of actual hours for assessment conducted between 2006-2017. Assessments made for the period through 2008 shall include the 2004 opening of Interstate MAX.”	“Regional transit service revenue hours (weighted by capacity) shall be increased 1.0% per year. The increase shall be assessed on the basis of cumulative average of actual hours for assessment conducted for the entire second ten-year Portland Area Carbon Monoxide Maintenance Plan (2007 – 2017). Transit service increase will be assessed on the basis of fiscal year (July 1- June 30) beginning with FY 2008.”
Geography TCM is Applicable	Portland Metropolitan Region	
Implementing Agency	TriMet	

At the May 31, 2013 TPAC meeting, Metro staff presented an analysis demonstrating the proposed TCM substitution met the following EPA and DEQ criteria for implementing a TCM substitution:

- The substitute TCM(s) must achieve equal or greater emissions reductions;

³ Metro. “TPAC Meeting Summary.” January 25, 2013. <http://www.oregonmetro.gov/index.cfm/go/by.web/id=31965>

⁴ Metro. “TPAC Meeting Summary.” April 26, 2013. <http://www.oregonmetro.gov/index.cfm/go/by.web/id=31965>

- The substitute TCM(s) must be implemented on a schedule that is consistent with the schedule for the TCM(s) being removed from the SIP;
- The substitute TCM(s) must be accompanied by evidence of adequate personnel, and funding and authority under state or local law to implement, monitor and enforce the TCM(s);
- The substitute TCM(s) must be developed through a collaborative process that includes participation by all affected jurisdictions (state and local air pollution control agencies and state and local transportation agencies such as the MPO, state DOT, and transit providers); consultation with EPA; and reasonable notice and opportunity for public comment; and
- The equivalency of the substitute TCM(s) must be concurred on by the state air pollution control agency, the MPO and EPA. That is, EPA, the state air agency, and the MPO must all agree that on the estimated emissions reductions from the substitute TCM(s) and agree that the estimated emissions reductions equal or surpass those that would have resulted from the original TCM(s) in the approved SIP.⁵

The preferred TCM substitution analysis and presentation demonstrated the following results:

Table 2. Preferred TCM Substitution Demonstration of Criteria Being Met

Transportation Control Measure (TCM)	Calculation of TCM Emissions Reduction Benefit	Implementation Schedule	Funding, Personnel, Authority	Collaboration on Substitution Development	Public Comment
Increase transit service (Existing TCM) Regional transit service revenue hours (weighted by capacity) shall be increased 1.0% per year. The increase shall be assessed on the basis of a 5-year rolling average of actual hours for assessments conducted between 2006 and 2017.	406.7 pounds per day	2006-2017	TriMet	TPAC meetings January – May 2013	Public comment opportunities at all TPAC meetings; formal DEQ public comment period; public hearing on August 15, 2013. ⁶
Increase transit service (Proposed TCM Substitution) Regional transit service revenue hours (weighted by capacity) shall be increased 1.0% per year. The increase shall be assessed on the basis of cumulative average of actual hours for assessment conducted for the entire Second Portland Area Carbon Monoxide Maintenance Plan (2007 – 2017). Transit service increase will be assessed on the basis of fiscal year (July 1- June 30) beginning with FY 2008.		2007-2017			

⁵ US Environmental Protection Agency. Guidance for Implementing the Clean Air Act Section 176(c)(8) Transportation Control Measure Substitution and Addition Provision. January 2009, page 5.

⁶ Following TPAC action on May 31, 2013, DEQ lead a separate process to accept public comment on the preferred TCM substitution. The process ran from July 2013-August 2013.

Greater detail regarding the preferred transit TCM substitution analysis and the documentation for meeting the TCM substitution criteria can be found in **Attachment 1**. Documentation of methodology and assumptions to conduct the TCM substitution emissions reductions equivalency analysis can be found in **Attachment 2**.

At the May 31, 2013 meeting TPAC determined all the criteria were met for the preferred transit TCM substitution and approved the process continue to move forward for public comment and adoption by Metro, DEQ, and EPA.⁷

TRANSPORTATION CONTROL MEASURE (TCM) SUBSTITUTION – DEQ PROCESS

After approval by TPAC, the process moved forward with DEQ taking on the next steps to have the substitute transit TCM adopted by the Environmental Quality Commission (EQC). DEQ announced a formal public comment period from July 15, 2013 – August 19, 2013 and scheduled a public hearing on August 15, 2013. All public comments and staff recommendations in light of public comments were placed into a report to be sent to the EQC for consideration at the December 11, 2013 meeting. At the December 11, 2013 meeting, the EQC will decide whether the preferred transit TCM substitution.

FINAL ACTIONS

Upon EQC approval and adoption, the existing transit TCM will be rescinded. The preferred TCM substitution will return to JPACT and Metro Council for a concurrence action. Following JPACT, and Metro Council actions, DEQ and Metro will submit documentation to EPA for concurrence.

ANALYSIS/INFORMATION

1. **Known Opposition:** The proposed TCM substitution has received some opposing comments during the DEQ public comment period. See DEQ authored public comment report for full record of comments received.

Legal Antecedents:

Federal regulations include:

- Clean Air Act, as amended [42 U.S. C. 7401 and 23 U.S.C. 109(j)], as amended].
- US EPA transportation conformity rules (40 CFR, parts 51 and 93)
- US EPA Guidance for Implementing the Clean Air Act Section 176(c)(8) Transportation Control Measure Substitution and Addition Provision.

State regulations include:

- Oregon Administrative Rules for Transportation Conformity, (OAR Chapter 340, Division 252).
- 2006 State Implementation Plan (SIP).
- 2006 Portland Area Carbon Monoxide Maintenance Plan and 2007 Portland Area Ozone Maintenance Plan.

2. **Anticipated Effects:** Adoption of this resolution allows for the substitute transit TCM to go into replace the existing transit TCM and go into effect immediately for implementing the region's air quality plan and conformity purposes. The funding of proposed transportation projects in the 2015-2018 MTIP and the update of the 2014 Regional Transportation Plan update will be able to continue as scheduled.

⁷ Metro. "TPAC Meeting Summary." May 31, 2013. <http://www.oregonmetro.gov/index.cfm/go/by.web/id=31965>

3. **Budget Impacts:** None directly by this action. Upon approval of this action, projects included in the 2015-2018 Metropolitan Transportation Improvement Program and the 2014 RTP update will be able to move forward with implementation.

RECOMMENDED ACTION

Metro staff recommends the approval of Resolution No. 13-4490.



Metro | Memo

Date: May 31, 2013
To: TPAC and Interested Parties
From: Tom Kloster, Transportation Planning Manager
Grace Cho, Assistant Transportation Planner
Subject: Air Quality Conformity - Transportation Control Measures (TCMs) Substitution – Analysis Results Summary

Introduction

As an EPA designated maintenance area for carbon monoxide (CO), the Portland Metropolitan region is required to develop and implement strategies to reduce the amount of criteria pollutants released from transportation sources. The Portland Area Carbon Monoxide Maintenance Plan has three strategies which are designated as transportation control measures (TCMs). Those measures entail: 1) Increasing transit service; 2) Expanding the bicycle network; and 3) Building pedestrian connections.¹

Recent transit service cuts have endangered the region's ability to meet the performance standard of Transit Service Increase TCM. Under the existing method for evaluating the Transit Service Increase TCM the region is projected to fall short. Failure to meet a TCM performance standard can result in an air quality conformity lapse, which jeopardizes the region's ability to program federal transportation funds.

An EPA policy allows regions to substitute an equivalent or greater pollution reduction TCM to replace an existing TCM implemented by a region when a Metropolitan Planning Organization, relevant air quality agency and EPA determine that a change is appropriate.² The Oregon Department of Environmental Quality (DEQ), in conjunction with Metro, developed a TCM substitution process that was codified with the adoption of the Portland Area Carbon Monoxide Maintenance Plan.³ In accordance with the DEQ and EPA rules for a TCM substitution, consultation was conducted with the Transportation Policy Advisory Committee (TPAC). Through consultation the region elected to undergo a TCM substitution for the Transit Service Increase TCM to prevent a conformity lapse.

¹ Oregon Department of Environmental Quality, "Portland Area Carbon Monoxide Maintenance Plan ." State Implementation Plan. Volume 2 Section 4.58 Appendix D9-3.

² U.S. Environmental Protection Agency, "Guidance for Implementing the Clean Air Act Section 176(c)(8) Transportation Control Measure Substitution and Addition Provision." Page 1.

³ Oregon Department of Environmental Quality, "Portland Area Carbon Monoxide Maintenance Plan ." State Implementation Plan. Volume 2 Section 4.58 Appendix D9-2.

Per EPA and DEQ policy, Metro must demonstrate the proposed TCM substitution:

- Demonstrates a collaborative process that includes participation by all affected jurisdictions (state and local air pollution and state and local transportation agencies such as the MPO, state DOT, and transit providers); consultation with EPA; and reasonable notice and opportunity for public comment;
- Can be implemented on a schedule that is consistent with the schedule for the existing TCM being removed;
- Presents evidence of adequate personnel, funding and authority under state or local law to implement, monitor and enforce the TCM;
- Provides equal or greater carbon monoxide emissions reductions; and
- Is concurred by DEQ, Metro, and EPA. ⁴

The following memorandum summarizes the analysis which demonstrates the proposed substitute TCM meets DEQ and EPA requirements.

Preferred TCM Substitution Demonstration

Process of Developing the Preferred Substitute TCM and Concurrence by Metro, DEQ, and EPA

Metro and DEQ identified the Transportation Policy Advisory Committee (TPAC) as the consultation body for TCM substitution process as the membership represents jurisdictions, regional and state partners, and community members affected by a conformity lapse. At the January 4, 2013 TPAC, DEQ and Metro staff raised the issue of the region potentially not meeting the performance standard for one of the transportation control measures (TCM) identified in the adopted regional air quality plan.⁵ Under federal requirements, the region is expected to implement TCMs and demonstrate each MTIP and RTP conform to the provisions of the air quality plan or risk repercussions of violating federal mandates, which affect all local agencies and projects that receive federal transportation dollars.

Subsequently at the January 25, 2013 TPAC, members recommended Metro staff and DEQ undertake a TCM substitution process to resolve the potential issue of the region not meeting the Transit Service Increase TCM.⁶ In giving approval to move forward, DEQ and Metro staff presented several different TCM substitution options at the February and April TPAC meetings. The following TCM substitutions were considered:

- Combining the three TCMs into a single TCM. This substitution would combine the projected emissions reductions associated with each separate TCM threshold together into a single threshold, and assess the collective result of the region's progress in meeting each TCM.
- Change the Calculation Method for the Transit Service Increase TCM. This substitution would change the calculation method for the performance standard of the Transit Service Increase TCM. As stated in the existing transit service TCM, a 5-year rolling average of actual transit service hours is used.

⁴ U.S. Environmental Protection Agency, "Guidance for Implementing the Clean Air Act Section 176(c)(8) Transportation Control Measure Substitution and Addition Provision." Page 1. & Oregon Department of Environmental Quality, "Portland Area Carbon Monoxide Maintenance Plan." State Implementation Plan. Volume 2 Section 4.58 Appendix D9-2.

⁵ Metro. "TPAC Meeting Summary." January 4, 2013.
<http://www.oregonmetro.gov/index.cfm/go/by.web/id=31965>

⁶ Metro. "TPAC Meeting Summary." January 25, 2013.
<http://www.oregonmetro.gov/index.cfm/go/by.web/id=31965>

- Rewriting the Performance Metrics of the TCM. This substitution would modify the existing performance standards for the three TCMs.
- An alternative as proposed by TPAC. This substitution would explore a proposal identified by TPAC.

At the January 25, 2013 meeting, members of TPAC selected combining the three TCMs into a single TCM substitution. However, consultation with EPA recommended Metro, DEQ and TriMet pursue a different TCM substitution option. After several discussions, Metro, DEQ, and TriMet returned to TPAC at the April 26, 2013 meeting outlining the circumstances and recommended readjusting the calculation method for the Transit Service Increase TCM as the proposed substitution.⁷ At the April 26, 2013 meeting, TPAC members agreed to move forward readjustment method and allowed staff to develop the preferred TCM substitution method identified below.

Table 1. Existing TCM and Preferred Substitute TCM

	Existing Transit Service Increase TCM	Preferred Substitute Transit Service Increase TCM
	“Regional transit service revenue hours (weighted by capacity) shall be increased 1.0% per year. The increase shall be assessed on the basis of a 5 year rolling average of actual hours for assessment conducted between 2006-2017. Assessments made for the period through 2008 shall include the 2004 opening of Interstate MAX.”	“Regional transit service revenue hours (weighted by capacity) shall be increased 1.0% per year. The increase shall be assessed on the basis of cumulative average of actual hours for assessment conducted for the entire second ten-year Portland Area Carbon Monoxide Maintenance Plan (2007 – 2017). Transit service increase will be assessed on the basis of fiscal year (July 1- June 30) beginning with FY 2008.”
Geography TCM is Applicable	Portland Metropolitan Region	Portland Metropolitan Region
Implementing Agency	TriMet	TriMet

With approval from TPAC, staff has undertaken an analysis to demonstrate the proposed TCM substitution will meet EPA and DEQ requirements. Upon approval by TPAC that the TCM substitution analysis satisfactorily meets the DEQ and EPA requirements, the TCM substitution process will move forward with DEQ taking on the process to have the substitute TCM adopted by the Environmental Quality Commission (EQC). Upon EQC adoption, the existing TCM will be rescinded. The adoption process entails public comment, which would occur through summer 2013. In fall 2013, the TCM substitution will return to Metro for TPAC, JPACT and Metro Council action. Following TPAC, JPACT, and Metro Council actions, the EQC will take action to adopt the substitute TCM. DEQ and Metro will submit documentation to EPA for concurrence. For more information, see **Attachment A** for the TCM substitution timeline.

Implementation Schedule

Under the existing Transit Service Increase TCM, the language identifies an annual implementation schedule from 2006-2017. The beginning year, 2006, of the annual implementation schedule is one year prior to the approved second ten-year Portland Area Carbon Monoxide Maintenance Plan. The

⁷ Metro. “TPAC Meeting Summary.” April 26, 2013. <http://www.oregonmetro.gov/index.cfm/go/by.web/id=31965>

preferred TCM substitution identifies an annual implementation schedule for the entire second ten-year Portland Area Carbon Monoxide Maintenance Plan. The second ten-year Portland Area Carbon Monoxide Maintenance Plan is in effect from November 2007 – October 2017. Since the time frame for existing and proposed substitute TCM overlap the same ten-year period, the implementation schedule of the proposed substitute TCM is consistent with the existing TCM.

Evidence of Financial Ability and Authority to Implement the Preferred TCM Substitution

TriMet is a municipal corporation of the State of Oregon. Through enabling legislation ORS 267, TriMet has broad powers to provide mass transportation on behalf of the district.⁸ Therefore, TriMet, as a transit service provider, has the authority to implement the proposed TCM substitution.

TriMet staff has confirmed expansions to date, budget forecast, and financial projections from now through 2017 to determine the following year-to-year service changes.⁹ Though TriMet expects to reduce structural costs and identify additional resources to increase service well beyond these levels in the long-term, the projections TriMet has used for these calculations are the more conservative financial plan projections underlying its approved FY2014 budget.¹⁰ The following table showing the year-to-year change in transit service illustrates that under the proposed TCM substitution the Transit Service Increase TCM performance standard has been met in previous years and that the projected future years annual transit service increase is expected to meet the proposed TCM substitution performance standard.

**Projected Cumulative Transit Increase (The uppermost figures in columns C - L show the cumulative average annual service increase).
Portland Area Carbon Monoxide Maintenance Plan Period is from November 1, 2007 - October 2, 2017**

Percent Change year-to-year	Fiscal Year											
22.0%	1999											
5.3%	2000											
1.6%	2001											
4.8%	2002											
2.3%	2003											
0.9%	2004											
5.4%	2005											
-1.6%	2006											
1.4%	2007											
3.3%	2008	3.34%										
3.4%	2009	3.35%	3.35%									
3.3%	2010	3.32%	3.32%	3.32%								
-5.0%	2011	1.24%	1.24%	1.24%	1.24%							
1.0%	2012	1.20%	1.20%	1.20%	1.20%	1.20%						
1.0%	2013 PROJ	1.16%	1.16%	1.16%	1.16%	1.16%	1.16%					
1.0%	2014 PROJ	1.13%	1.13%	1.13%	1.13%	1.13%	1.13%	1.13%				
1.4%	2015 PROJ	1.17%	1.17%	1.17%	1.17%	1.17%	1.17%	1.17%	1.17%			
4.9%	2016 PROJ	1.58%	1.58%	1.58%	1.58%	1.58%	1.58%	1.58%	1.58%	1.58%		
1.0%	2017 PROJ	1.52%	1.52%	1.52%	1.52%	1.52%	1.52%	1.52%	1.52%	1.52%	1.52%	

⁸ State of Oregon. Oregon Statute Chapter 267 – Mass Transit.

⁹ TriMet. Annual Budget and Financial Forecast, 2013.

¹⁰ Ibid.

Additionally, see **Attachment B**, a letter of commitment from TriMet in support of the TCM substitution and the substitution process.

Demonstration of Equivalent Carbon Monoxide Emissions Reduction Benefit for Preferred TCM Substitution

To demonstrate the preferred substitute TCM provides equal or greater carbon monoxide emissions reduction benefit, the same methodology was applied in calculating the emissions reduction benefit for the existing TCM to the preferred substitute TCM. The inputs to calculate the existing and proposed substitute TCM reflect the latest planning assumptions and the new MOVES2010 carbon monoxide emissions rate. More details regarding TCM substitutions technical analysis methodology and assumptions can be found in **Attachment C**.

Table 2. Preferred TCM Substitution Demonstration of Equivalent or Greater Carbon Monoxide Emissions Reduction Benefits

Transportation Control Measure (TCM)	Performance Standard	Calculation of TCM Emissions Reduction Benefit	Original TCM Emissions Reduction Benefit
Increase transit service (Existing TCM)	Regional transit service revenue hours (weighted by capacity) shall be increased 1.0% per year. The increase shall be assessed on the basis of a 5-year rolling average of actual hours for assessments conducted between 2006 and 2017.	Additional Trips Generated Per Day: 3,221 Average Transit Trip Length: 6 miles 3,221 trips x 6 miles = 19,326 miles 19,326 miles x 9.546 grams per mile = 184,486 total grams 184,486 total grams/453.592 grams per pound = 406.7 pounds per day	406.7lb/day
Increase transit service (Proposed TCM Substitution)	Regional transit service revenue hours (weighted by capacity) shall be increased 1.0% per year. The increase shall be assessed on the basis of cumulative average of actual hours for assessment conducted for the entire Second Portland Area Carbon Monoxide Maintenance Plan (2007 – 2017). Transit service increase will be assessed on the basis of fiscal year (July 1- June 30) beginning with FY 2008.	Additional Trips Generated Per Day: 3,221 Average Transit Trip Length: 6 miles 3,221 trips x 6 miles = 19,326 miles 19,326 miles x 9.546 grams per mile = 184,486 total grams 184,486 total grams/453.592 grams per pound = 406.7 pounds per day	406.7 lb/day

Based on the results of the carbon monoxide emissions reduction benefit analysis, the proposed TCM substitution will provide equal carbon monoxide reduction benefit as the existing TCM.

Since the proposed TCM substitution is a minor adjustment to the method of calculating the annual transit service increase (from a rolling average to a cumulative average) to determine if the performance standard has been achieved no change is observed between the existing TCM and the proposed substitute TCM in carbon monoxide emissions reduction benefits. This is because the original methodology assumed a constant ratio between a 1.0 percent annual transit service increase and the resulting amount of vehicle trips diverted. If a 1.0 percent annual transit service increase occurred then the TCM and emissions reduction benefits has been achieved. Since the proposed TCM substitution does not change the performance standard of 1.0 percent annual transit service increase, but only the method of calculating the service increase, the number of vehicle trips diverted do not change. This does not end up changing the inputs in calculating the emissions reduction benefits.

More details regarding TCM substitutions technical analysis methodology can be found in **Attachment C**.

While the carbon monoxide emissions reduction benefit analysis complies with EPA's and DEQ's requirements for the analysis methods, the requirements applied to the methodology limits the region's ability to show the true nature of emissions reduction benefits gained since the implementation of the TCM in 2007. The recent economic downturn forced a significant cut to transit service after several years of high transit service growth. Nonetheless, ridership and therefore ultimately diverted trips have increased even during the recession. This demonstrates while transit service may fluctuate, air quality benefits are still gained. The cumulative average method more accurately reflects the lasting positive benefits and long-term investments the region has made towards transit, including a reduction of carbon monoxide emissions and overall improved air quality.

Request

Metro, DEQ, and TriMet recommend TPAC approve the proposed TCM substitution analysis satisfactorily meets all DEQ and EPA requirements and approve the TCM substitution process to move forward towards EQC adoption.

Next Steps

Metro, DEQ, and TriMet staff will provide an update on the status of the TCM substitution process at the June JPACT meeting. Following, DEQ will prepare the necessary documentation and undergo a public comment process to prepare for the EQC adoption. See **Attachment A** for the TCM substitution timeline.

Attachment B – Technical Analysis of Proposed Transit Service Increase TCM Substitution for the Portland Metropolitan Region

Background

Clean Air Act section 176(c)(8) allows regions to employ a “substitution,” when air quality and transportation planning agencies find it appropriate to modify or replace the original transportation control measures (TCMs) in an air quality plan.¹ The Oregon Department of Environmental Quality (DEQ), in conjunction with Metro, developed a substitution policy and process that was codified with the adoption of the Portland Area Carbon Monoxide Maintenance Plan.² A TCM substitution allows an existing TCM to be replaced with another TCM of equal or greater emissions reduction. To undergo a TCM substitution, the process entails consultation with regional stakeholders, conducting technical analysis demonstrating equivalent or greater emissions reduction, public comment, and concurrence from Metro, Oregon State Department of Environmental Quality (DEQ), and the U.S. Environmental Protection Agency (EPA).³

The Portland Metropolitan region proposed undergoing a TCM substitution due to a potential shortfall in meeting the Transit Service Increase TCM. The following outlines the process undertaken to demonstrate the proposed substitute TCM will provide an equal or greater carbon monoxide emissions reduction benefit.

Portland Metropolitan Region’s Transportation Control Measures

As an EPA designated maintenance area for carbon monoxide, the Portland Metropolitan region is required to develop and implement strategies to reduce the amount of criteria pollutants released from transportation sources.⁴ The region identified and committed to three transportation control measures (TCMs) to help mitigate impacts of criteria pollutants from transportation sources.⁵ Metro and regional partners are responsible for implementing all of its TCMs to meet federal and state requirements. The three TCMs are found in Table 1.

Table 1. Transportation Control Measures and Performance Standards

Transportation Control Measure (TCM)	Performance Standard	Emissions Reduction Benefit
Increase transit service	Regional transit service revenue hours (weighted by capacity) shall be increased 1.0% per year. The increase shall be assessed on the basis of a 5-year rolling average of actual hours for assessments conducted between 2006 and 2017.	246.3 lb/day
Program and construct bikeways and trails	Jurisdictions and government agencies shall program a minimum total of 28 miles of bikeways or trails within the Portland metropolitan area between the years 2006 through 2017. A cumulative average of 5 miles of	170.1 lb/day

¹ U.S. Environmental Protection Agency, “Guidance for Implementing the Clean Air Act Section 176(c)(8) Transportation Control Measure Substitution and Addition Provision.” Page 1.

² Oregon Department of Environmental Quality, “Portland Area Carbon Monoxide Maintenance Plan .” State Implementation Plan. Volume 2 Section 4.58 Appendix D9-2.

³ Ibid.

⁴ Oregon Department of Environmental Quality, “Portland Area Carbon Monoxide Maintenance Plan .” State Implementation Plan. Volume 2 Section 4.58 Page 21.

⁵ Ibid.

	bikeways or trails per biennium must be funded from all sources from each MTIP.	
Program and construct pedestrian paths	Jurisdictions and government agencies shall program at least nine miles of pedestrian paths in mixed-use centers between the years 2006 through 2017, including the funding of a cumulative average of 1 and 1/2 miles in each biennium from all sources in each MTIP.	.9 lb/day

Proposed TCM Substitutions

In anticipation the region may not meet the performance standard for the Transit Service Increase TCM, TPAC recommended Metro, DEQ and TriMet to undergo EPA’s TCM substitution process. Through a collaborative process and in consultation with EPA, the following TCM substitution is proposed:

Existing Transit Service Increase TCM Language	Proposed Substitute Transit Service Increase TCM Language
“Regional transit service revenue hours (weighted by capacity) shall be increased 1.0% per year. The increase shall be assessed on the basis of a 5 year rolling average of actual hours for assessment conducted between 2006-2017. Assessments made for the period through 2008 shall include the 2004 opening of Interstate MAX.”	“Regional transit service revenue hours (weighted by capacity) shall be increased 1.0% per year. The increase shall be assessed on the basis of cumulative average of actual hours for assessment conducted for the entire second ten-year Portland Area Carbon Monoxide Maintenance Plan (2007 – 2017). Transit service increase will be assessed on the basis of fiscal year (July 1- June 30) beginning with FY 2008.”

The proposed substitute TCM uses a cumulative average to-date to determine whether a 1.0 percent annual transit service increase has been achieved. This is similar as the existing TCM, which requires a 1.0 percent annual transit service increase, but the existing TCM is based on a rolling five year average of past transit service. Using the new methodology of a cumulative average accounts for all years-to-date when calculating the whether 1.0 percent service increase has been achieved. The cumulative average method for the Transit Service Increase TCM provides a longitudinal look at whether the TCM is being met throughout the life of the maintenance plan rather than a five-year snapshot.

Methodology, Emissions Model Update, and Latest Planning Assumptions Update for Calculating the Carbon Monoxide Emissions Reductions Benefit

To employ a TCM substitution, EPA and DEQ requires the new TCM meet or exceed the emission reduction benefit of the replaced TCM. However, the process requires the demonstration of equivalent carbon monoxide emissions reductions to use updated planning assumptions.⁶

Methodology

Each TCM in the regional air quality plan was assigned a performance standard as a means of measuring and monitoring the region’s commitment to reducing carbon monoxide emissions. The State Implementation Plan (SIP) which serves as the statewide air quality plan established the

⁶ U.S. Environmental Protection Agency, “Guidance for Implementing the Clean Air Act Section 176(c)(8) Transportation Control Measure Substitution and Addition Provision.” Page 6.

methodology to calculate the emission reduction benefits of TCMs.⁷ Since of premise of the proposed TCM substitution is a modification to how the TCM annual transit service increase is calculated, the emissions reduction benefit methodology was not modified. The same emissions reduction methodology outlined in the SIP was used to calculate the carbon monoxide emissions reduction benefit for the updated existing TCM and proposed TCM substitution.

For the Transit Service Increase TCM, the methodology entails:

- 1) Estimating the number of vehicle trips which are diverted to transit by meeting the performance standard of the TCM; and
- 2) Identifying the average length of transit trip.⁸

Using the estimated number of diverted vehicle trips, the average transit trip length, and a carbon monoxide emissions reduction rate, the carbon monoxide emissions reduction benefit is calculated as follows:

- 1) X number of diverted vehicle trips from meeting transit performance standard (per day) x average length of transit trip (in miles) = X number miles diverted per day
- 2) X number miles diverted x CO rate (in grams per mile) = total CO grams per day
- 3) X total CO grams per day/453.592 grams per pound = X total CO pounds per day⁹

Assumptions

Per EPA and DEQ rules, the latest planning assumptions must be used to when conducting a TCM substitution analysis.¹⁰ In the methodology of calculating the carbon monoxide emissions reduction benefit for the existing and the proposed substitute TCM, there are two areas where the latest planning assumptions can be reflected: the number of diverted vehicle trips and the average transit trip length.

In 2011, Metro conducted an update to the Oregon Household Activity Survey (OHAS). The OHAS provides information regarding the region's travel behavior and habits. The 2011 OHAS indicate the average transit trip length increased from 5.9 miles to 6 miles.¹¹ The updated average trip length was incorporated in the analysis of the carbon emissions reduction benefit for the proposed substitute TCM and the existing TCM.

The existing Transit Service Increase TCM used 2003 reported revenue hours to determine the diverted vehicle trips diverted by meeting the Transit Service Increase TCM performance standard of 1.0% annual service increase. The 2003 revenue hours were not weighted by capacity. TriMet provided 2012 revenue hours which were used to update and determine the number of vehicle trips.¹² The 2012 revenues were not weighted by capacity. Table 2 identifies the assumptions in the diverted vehicle trips and average length used in the analysis.

⁷ Oregon Department of Environmental Quality, "Portland Area Carbon Monoxide Maintenance Plan ." State Implementation Plan. Volume 2 Section 4.58 Appendix D9-3.

⁸ Ibid.

⁹ Ibid.

¹⁰ U.S. Environmental Protection Agency, "Guidance for Implementing the Clean Air Act Section 176(c)(8) Transportation Control Measure Substitution and Addition Provision." Page 6.

¹¹ Metro. Oregon Household Activity Survey, 2011.

Metro. Oregon Household Activity and Travel Survey, 1994.

¹² TriMet. Annual Budget and Financial Forecast, 2012.

Table 2. Transit Service Increase TCM Assumptions

Assumption	Existing Transit Service Increase TCM	Existing Transit Service Increase TCM (updated with latest planning assumptions) and Proposed Substitute Transit Service Increase TCM
Diverted Trips	TriMet reported 2003 total revenue hours was 1,677,156 resulted 88,863,600 boardings/trips. Assuming ratio of revenue hours to ridership is constant, one percent change in 2003 reported revenue hours results in an annual ridership of 89,751,153. Subtracting the difference results in an estimate of a one year increase of yearly ridership 888,553, which on a daily basis would be an increase of 2,843 riders. Assuming each rider equates to one diverted vehicle trip, the daily diverted trip for meeting the performance standard is 2,843.	TriMet reported 2012 total revenue hours was 1,600,132 resulted 101,210,444 boardings/trips. Assuming ratio of revenue hours to ridership is constant, one percent change in 2012 reported revenue hours results in an annual ridership of 102,2018,644. Subtracting the difference results in an estimate of a one year increase of yearly ridership 1,008,200, which on a daily basis would be an increase of 3,221 riders. Assuming each rider equates to one diverted vehicle trip, the daily diverted trip for meeting the performance standard is 3,221.
Average Trip Length	5.9 miles – 1994 Oregon Household Activity Survey	6.0 miles – 2011 Oregon Household Activity Survey

Model Assumptions

To ensure consistency between the carbon monoxide emissions reduction benefit established with MOBILE6.2, the MOVES2010 conversion incorporated the same base year assumptions used in MOBILE6.2. MOVES2010b was run in the emission rates mode at the county scale for the 24-hour January weekday in 2005 and was configured to produce CO rates for passenger cars and passenger trucks on urban roads. The County Data Manager was populated with inputs from Metro's most recent conformity-related MOBILE6.2 run, converted to the formats required by MOVES in accordance with EPA technical guidance. MOVES was run for three custom counties representing the various inspection and maintenance regimes that are represented by vehicles traveling in the Portland metro area: Oregon-inspected, Washington-inspected, and non-inspected. The rates produced by MOVES were stratified by hour, roadway type (restricted versus non-restricted access), average speed bin, and I/M area. Using VMT produced by the most recent conformity-related run of Metro's regional transportation model for 2005, weighted averages were applied to each of the above strata to arrive at a single CO rate (9.546 grams/mile).

Translating Performance Metrics into Emission Reduction Benefits

Prior to performing the analysis to compare the carbon monoxide emissions reduction benefit of the existing TCM and the proposed substitute TCM, Metro staff needed to update the emissions

reduction benefits of the existing TCM to reflect the latest approved EPA emissions model.¹³ In March 2010, EPA implemented new rules requiring the use of the MOVES2010 emissions model for all regional air quality conformity and state implementation plan analyses.¹⁴ The carbon monoxide emissions reduction benefits were derived from the previous carbon monoxide rate which came from the MOBILE 6.2 emissions model. Using the same methodology established in the SIP to calculate the emissions reduction benefit for the Transit Service Increase TCM, staff employed the MOVES2010 carbon monoxide rate to convert the carbon monoxide emissions reduction benefit for the existing Transit Service Increase TCM. Additionally, the emissions reduction benefit also employed the latest planning assumptions. Tables 3 - 5 illustrate the results of the conversion.

Table 3. Original Carbon Monoxide Emission Reduction Benefit Calculation – MOBILE6.2

Transportation Control Measure (TCM)	MOBILE6.2 Carbon Monoxide (CO) Emission Rate	Calculation of TCM Emissions Reduction Benefit	MOBILE6.2 Emissions Reduction Benefit
Increase transit service	6.66 CO grams per mile	Diverted Trips Per Day: 2,843 Average Transit Trip Length: 5.9 miles 2,843 trips x 5.9 miles = 16,773.7 miles 16,773.7 miles x 6.66 grams per mile = 11,712.842 total grams 11,712.842 total grams/453.592 grams per pound = 246.3 lb/day	246.3 lb/day

Table 4. Carbon Monoxide Emission Reduction Benefit Calculation – MOVES2010 Conversion without Updated Planning Assumptions

Transportation Control Measure (TCM)	MOVES2010 Carbon Monoxide (CO) Emission Rate	Calculation of TCM Emissions Reduction Benefit (unadjusted)	MOVES2010 Emissions Reduction Benefit
Increase transit service	9.546 CO grams per mile	Diverted Trips Per Day: 2,843 Average Transit Trip Length: 5.9 miles 2,843 trips x 5.9 miles = 16,773.7 miles 16,773.7 miles x 9.546 grams per mile = 160,121.740 total grams 160,121.740 total grams/453.592 grams per pound = 353.0 lb/day	353.0 lb/day

¹³ U.S. Environmental Protection Agency, “Guidance for Implementing the Clean Air Act Section 176(c)(8) Transportation Control Measure Substitution and Addition Provision.” Page 6.

¹⁴ U.S. Environmental Protection Agency, Policy Guidance on the Use of MOVES2010 and Subsequent Minor Revisions for State Implementation Plan Development, Transportation Conformity, and Other Purposes.”

Table 5. Carbon Monoxide Emission Reduction Benefit Calculation – MOVES2010 Conversion with Updated Planning Assumptions

Transportation Control Measure (TCM)	MOVES2010 Carbon Monoxide (CO) Emission Rate	Calculation of TCM Emissions Reduction Benefit (adjusted for updated planning assumptions)	MOVES2010 Emissions Reduction Benefit
Increase transit service	9.546 CO grams per mile	Diverted Trips Per Day: 3,221 Average Transit Trip Length: 6 miles 3,221 trips x 6 miles = 19,326 miles 19,326 miles x 9.546 grams per mile = 184,486 total grams 184,486 total grams/453.592 grams per pound = 406.7 lb/day	406.7 lb/day

TCM Substitution Demonstration of Equivalent Carbon Monoxide Emissions Reduction Benefit

Demonstration of Carbon Monoxide Emissions Reduction Benefits for Proposed TCM Substitution

Table 5 illustrates the results of the carbon monoxide emission reduction benefit analysis and compares the emissions reduction benefit for the existing TCM (with updated planning assumptions) and proposed substitute TCM.

Table 6. TCM Substitution Demonstration of Equivalent Carbon Monoxide Emissions Reduction Benefit

Transportation Control Measure (TCM)	Performance Standard	Calculation of TCM Emissions Reduction Benefit	TCM Emissions Reduction Benefit
Increase transit service (Existing TCM adjusted for MOVES and latest planning assumptions)	Regional transit service revenue hours (weighted by capacity) shall be increased 1.0% per year. The increase shall be assessed on the basis of a 5-year rolling average of actual hours for assessments conducted between 2006 and 2017.	Additional Trips Generated Per Day: 3,221 Average Transit Trip Length: 6 miles 3,221 trips x 6 miles = 19,326 miles 19,326 miles x 9.546 grams per mile = 184,486 total grams 184,486 total grams/453.592 grams per pound = 406.7 pounds per day	406.7 lb/day

<p>Increase transit service (Proposed TCM Substitution)</p>	<p>Regional transit service revenue hours (weighted by capacity) shall be increased 1.0% per year. The increase shall be assessed on the basis of cumulative average of actual hours for assessment conducted for the entire Second Portland Area Carbon Monoxide Maintenance Plan (2007 – 2017). Transit service increase will be assessed on the basis of fiscal year (July 1- June 30) beginning with FY 2008.</p>	<p>Additional Trips Generated Per Day: 3,221 Average Transit Trip Length: 6 miles 3,221 trips x 6 miles = 19,326 miles 19,326 miles x 9.546 grams per mile = 184,486 total grams 184,486 total grams/453.592 grams per pound = 406.7 pounds per day</p>	<p>406.7 lb/day</p>
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Based on the results of the carbon monoxide emissions reduction benefit analysis, the proposed TCM substitution will provide equal carbon monoxide reduction benefit as the existing TCM.

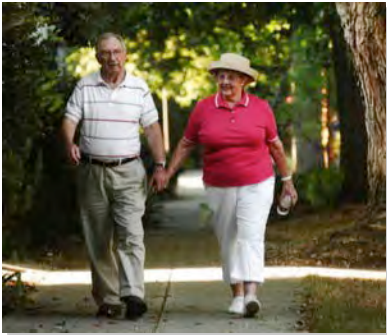
Since the proposed TCM substitution is a minor adjustment to the method of calculating the annual transit service increase (from a rolling average to a cumulative average) to determine if the performance standard has been achieved no change is observed between the existing TCM and the proposed substitute TCM in carbon monoxide emissions reduction benefits. This is because in the original methodology assumed a constant ratio that if 1.0 percent annual transit service increase occurred, the result is a set amount of vehicle trips diverted. Since the proposed TCM substitution does not change the performance standard of 1.0 percent annual transit service increase, but only the method of calculating the service increase, then the vehicle trips diverted do not change. This does not end up changing the inputs in calculating the emissions reduction benefits. However, the cumulative average method more accurately reflects the lasting positive benefits and long-term investments the region has made towards transit. Subsequently this has led to a reduction of carbon monoxide emissions and overall improved air quality. The cumulative average method provides a more accurate reflection of the region’s commitment to transit over the entire carbon monoxide maintenance plan.

MAKING A
GREAT
PLACE



Transportation Control Measure (TCM) Substitution

Better reflecting the region's
commitment to improve air quality
and transit.



Nina DeConcini, DEQ

Tom Kloster, Metro

What is a Transportation Control Measure (TCM)?

- An on-going strategy to improve air quality.



Why are TCMs important to this region?

- **Cleaner Air**
- **Improved Public Health**
- **Continue Federal Funding**
- **Capacity for Economic Growth**



Portland Region – Today



16 years without an air quality violation

Getting to Today

- **Jan. 2013 – New transit TCM proposed to DEQ and EPA to better capture history of regional investment**
- **Summer 2013 – Public comment on proposed TCM**
- **Dec. 11 – Oregon EQC adopts proposed TCM**
- **Dec. 12 – JPACT considers proposed TCM for adoption**
- **Dec. 19 – Metro Council considers proposed TCM for adoption**
- **Jan. 2014 – EPA concurrence and new transit TCM in effect for conforming the RTP and MTIP**

What does this mean for JPACT?

- Acknowledges the region's commitment to transit
- Continue to protect our air
- Achieve regional goals
- Basis for demonstrating conformity for updated RTP and MTIP



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING A) RESOLUTION NO. 13- 4489
REGIONAL POSITION ON FEDERAL)
TRANSPORTATION POLICY) Introduced by Councilor Collette, Chair of the
) Joint Policy Advisory Committee on
) Transportation

WHEREAS, Moving Ahead for Progress in the 21st Century (MAP-21) was adopted by Congress in 2012 for the period encompassing federal fiscal years 2013 and 2014;

WHEREAS, MAP-21 is scheduled to expire at the end of federal fiscal year 2014 (September 30, 2014);

WHEREAS, MAP-21 has a significant policy effect on transportation planning and decision-making and funding in the Portland metropolitan region; and

WHEREAS, the Joint Policy Advisory Committee on Transportation approved the resolution at its December 12, 2013 meeting; now therefore

BE IT RESOLVED that the Metro Council:

1. Supports a significant increase in transportation user fees to support reauthorization of MAP-21 both to eliminate the need for a subsidy of the Highway Trust Fund from the General Fund and to increase the level of federal investment in transportation.
2. Supports a priority federal interest in funding for metropolitan mobility in recognition of the economic significance of metropolitan regions.
3. Endorses the policy position reflected in Exhibit A.

ADOPTED by the Metro Council this _____ day of December 2013.

Tom Hughes, Council President

Approved as to Form:

Alison R. Kean, Metro Attorney

Federal Transportation Policy Positions

1. **Continue to advocate** for a substantial increase in funding with particular emphasis on funding categories that support metropolitan mobility (STP and CMAQ), active transportation (STP, CMAQ and Transportation Alternatives), transit in general and New Starts in particular, Projects of National and Regional Significance and TIFIA, a dedicated funding source for multi-modal freight projects, restoration of a dedicated bridge program and sufficient resources to meet MPO mandates.
2. **Advocate** for recognition in national transportation policy of the fact that Active Transportation options (including transit which involves walking to and from transit stops) improve health and reduce the long-term need for health care services which are a major driver of budget deficits which the federal government is attempting to rein in.
3. **Continue to advocate** for appropriations to implement the Projects of National and Regional Significance (PNRS) and expand the TIFIA programs and seek funding under these programs for the Columbia River Crossing project and other nationally significant projects.
4. **Advocate** for the recommendation of the House Transportation and Infrastructure Committee to establish a dedicated, sustainable funding source for freight projects of national and regional significance for a competitive grant program. **Investigate** creation of a national Office of Freight.
5. **Continue to advocate** for provisions in the federal authorization bill that support a “Fix-it-First” asset management policy.
6. **Continue to advocate for a stand-alone bridge repair and replacement program.** Support flexibility in allowing local governments to invest in the highest-priority bridge projects on or off the federal-aid system (rather than a 15% minimum set-aside for bridges off the federal aid system).
7. Continue to pursue state mandates for addressing climate change and **advocate for federal adoption** of our demonstrated best practices.
8. Continue to monitor federal legislation to **ensure eligibility for electric vehicle charging stations is maintained for electric charging equipment and extended to CNG equipment.**
9. **Advocate in support of HR 3638** – to establish the “Road User Fee Pilot Program” through the Secretary of the Treasury to fund grants to conduct pilot studies of transportation fees based upon vehicle miles traveled; seek an implementation grant upon adoption.
10. **Advocate for reauthorization** of the Passenger Rail Investment and Improvement Act (PRIIA). Allow federal highway funding flexibility to support passenger rail projects and service.
11. **Advocate in support of appropriations** to operate AMTRAK service rather than shift the financial burden to states.
12. **Continue to advocate for substantially increased transit funding** through increases in the Highway Trust Fund, particularly for the Major Capital Improvement Program (New Starts, Small Starts, Core Capacity).

13. **Continue to advocate for increased funding for Active Transportation** through increased funding in the Transportation Alternatives Program and through expansion of the Safety Program to all modes of travel.
14. **Continue to advocate** for University Transportation Research grants on a competitive basis.
15. **Advocate for inclusion** of disaster preparedness retrofits in funding eligibility for State of Good Repair and advocate for additional funding due to expected increase in frequency of weather-related events.
16. **Advocate for continued funding** through the Department of Homeland Security's "Urban Areas Security Initiative" to improve collaboration on planning, training and operations in high density urban areas based upon degree of risk regardless of size.
17. **Advocate for HR 3494**, the "Bicycle and Pedestrian Safety Act," calling for establishment of separate safety performance measures for motorized and non-motorized modes of transportation.

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 13- 4489, FOR THE PURPOSE OF ENDORING A REGIONAL POSITION ON FEDERAL TRANSPORTATION POLICY

Date: December 2, 2013

Prepared by: Andy Cotugno (xt. 1763)

BACKGROUND

The region annually produces a position paper that outlines the views of the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT), a regional body that consists of local elected and appointed officials, on issues concerning transportation funding that are likely to be considered by Congress during the coming year. In 2012, after significant delay, Congress enacted a short-term (two year) bill that extended status quo funding levels and no earmarks. In addition, MAP-21 adopted a number of progressive changes including revising the program structure to consolidate multiple programs into a few broad categories with decision-making delegated to state DOTs and MPOs and new emphasis on performance measures and accountability rather than multiple categories of projects tied to specific funding amounts in specific programs.

USDOT is in the process of a significant amount of rulemaking to implement MAP-21 while the short two-year extension expires September 30, 2014. In addition, there continues to be significant attention in Congress to cutting the budget deficit. Reauthorization of the transportation program is intertwined with the budget deficit issues since MAP-21 relied on a subsidy from the general fund for over 30% of its two-year funding level. Further, as fuel economy continues to improve the need for a general fund subsidy into the future is a growing amount. The main source of highway trust fund revenue (federal taxes on motor fuels) keeps falling as drivers log fewer miles and increasingly opt for more fuel-efficient cars and trucks. Ultimately, Congress must raise new or increased fees and taxes just to avoid decreased revenue due to fuel efficiency and reduced vehicle travel. The federal gas and diesel taxes have not been increased since 1993.

As part of this debate, it will be important for the region to articulate the following basic messages:

1. Transportation supports economic prosperity, community livability and environmental quality in the Portland region.
2. Investment in infrastructure = economic prosperity.
3. In the short term, increased transportation user fees contributes towards reduction of the budget deficit by eliminating the need for the general fund to subsidize the Highway Trust Fund.
4. In the long term, increased investment in transportation infrastructure contributes to greater economic prosperity, increased tax collections and long term budget deficit reduction.
5. In the short term, increases in traditional transportation user fees is needed (such as the gas/diesel tax or a barrel tax) and in the long term a more robust source of revenue for transportation is needed (such as a VMT Fee).

The local and regional governments of the Portland metropolitan area and the State of Oregon have worked together for many years to build a prosperous, sustainable and livable region. To accomplish this, they have raised needed transportation revenues and continue to consider further actions. The federal government, as a partner in transportation investment, needs to do the same.

Resolution No. 13-4489 establishes a regional policy position to pursue through the reauthorization of MAP-21. By far, the priority issue is to address the overall funding level. However, as opportunity presents itself, the region should pursue specific policy objectives endorsed in the resolution. Attachment A to this staff report is a full explanation of the policy positions reflected in the Exhibit to the Resolution.

ANALYSIS/INFORMATION

1. **Known Opposition:** Increasing federal transportation funding is controversial and intertwined with the larger federal budget debate.
2. **Legal Antecedents:** Planning and policy conclusions developed through corridor and area plans must be adopted into the Regional Transportation Plan as a prerequisite for implementation. Federal funding to implement specific projects must be included in the Metropolitan Transportation Improvement Program.
3. **Anticipated Effects:** This action establishes a common regional message to the Oregon Congressional Delegation.
4. **Budget Impacts:** Travel expenses to Washington DC are the primary expense. Federal funds cannot be used for lobbying the federal government.

RECOMMENDED ACTION

Recommend adoption of Resolution No. 13-4489

Analysis of the region’s position on the reauthorization of federal transportation legislation

Metro and JPACT adopted Resolution No. 09-4016 as a comprehensive statement on reauthorization of federal transportation legislation in anticipation of Congressional action on a new 6-year bill. However, Congress chose to adopt a 2-year bill for the period encompassing federal fiscal years 2013 and 2014 (expiring September 30, 2014). “Moving Ahead for Progress in the 21st Century” (MAP-21) did some significant reorganization of the federal funding programs, established new policy and requirements and continued the program at roughly a status quo funding level. Under MAP-21, many of the region’s past positions are moot, others merit continued attention and support and new ones are implicated by the changes.

However, the most significant issue is the funding level for MAP-21. By maintaining a status quo funding level, the Congress de facto established a requirement for a general fund subsidy that will increase on an annual basis since dedicated trust fund revenues are insufficient to support the funding level established through MAP-21. Further, there is a strong case for an increased funding level to actually more closely meet the need for transportation investment. As MAP-21 is renewed and extended, there should be significant focus on increasing trust fund revenues to eliminate the need for a general fund subsidy and to increase the overall program level. Increasing trust fund revenues is essential for preserving spending for transportation since continued reliance on a general fund subsidy leads to continued reductions as the competition for general fund dollars intensifies. Further, reducing the level of transportation spending by one-third to the level supported by the trust fund revenues is not an option. This drastic a cut is considered too great an economic impact and at least maintaining current level was settled through MAP-21.

This is the most important element of any federal legislative priority because of the negative consequence of disinvestment on the condition of transportation facilities and the economic impact on freight and metropolitan economies.

Presented below is an analysis of issues previously adopted as regional priority issues by Resolution No. 09-4016 and whether further action under a renewed and extended MAP-21 may be warranted. The purpose is to seek guidance from JPACT on development of a regional position for the upcoming federal action.

Position established by Resolution No. 09-4016	Analysis and recommendation
<p>Funding: Advocate for a substantial increase in funding level</p>	<p>MAP-21 adopted a continuation of status quo funding level with approximately one-third of the funding dependent upon transfers from the General Fund.</p> <p>Recommendation: Continue to advocate for a substantial increase in funding with particular emphasis on funding categories that support</p>

	<p>metropolitan mobility (STP and CMAQ), active transportation (STP, CMAQ and Transportation Alternatives), transit in general and New Starts in particular, Projects of National and Regional Significance and TIFIA, a dedicated funding source for multi-modal freight projects, restoration of a dedicated bridge program and sufficient resources to meet MPO mandates.</p>
<p>Metropolitan Mobility: Pursue funding that supports metropolitan mobility as a significant federal interest in support of the national economic importance of large metro areas</p>	<p>MAP-21 did not establish an important new metropolitan mobility focus. Rather, the key federally significant feature of MAP-21 is that the largest funding category in the highway program is for “National Highway System” (NHS) as the backbone of the national transportation program. This expands upon the Interstate system as the centerpiece of the national interest. Elements of the bill are supportive of metropolitan mobility since the NHS is for facilities to and through metro regions and there is a continuation of important complimentary funding programs that support metropolitan mobility objectives, including the Surface Transportation Program (STP), the Congestion Mitigation/Air Quality Program (CMAQ) and the New Starts program for transit.</p> <p>Recommendation: Adjust advocacy in support of the principle of metropolitan mobility as a national interest and support increased funding for categories that are directed at metropolitan mobility, especially STP, CMAQ, TAP, New Starts and transit.</p>
<p>National Health Care Policy</p>	<p>The Congress and the country are immersed in implementation of the Affordable Care Act which addresses health care services to the public. At the same time, public health officials and transportation agencies are developing a growing understanding of the link between Active Transportation as a means to support safe and healthy communities thereby avoiding health care costs.</p> <p>Recommendation: Advocate for recognition in national transportation policy of the fact that Active Transportation options (including transit which involves walking to and from transit stops) improve health and reduce the long-term need for health care services which are a major driver of budget deficits which the federal government is attempting to rein in.</p>
<p>Mega-Projects: Pursue the creation of a federal discretionary program to fund nationally significant highway projects as a parallel to the Federal Transit program for New Starts</p>	<p>MAP-21 included authorization of \$500 million per year for “Projects of National and Regional Significance” (PNRS) but has not chosen to appropriate funds to implement the program. In addition, MAP-21 increased the funding level for TIFIA credit assistance seven-fold to \$750 million to \$1 billion. As a credit enhancement tool, this amount will leverage financing for about \$17 billion in loans and other forms of credit enhancement.</p>

	<p>Recommendation: Continue to advocate for appropriations to implement the PNRS and expand the TIFIA programs and seek funding under these programs for the Columbia River Crossing project and other nationally significant projects.</p>
<p>Freight: Establish a program to address the movement of freight</p>	<p>MAP-21 did not establish a specific freight funding program but did take some important policy steps in support of freight, including the requirements for a freight advisory committee at the federal and state levels and adoption of state freight plans.</p> <p>Recommendation: Advocate through the requirement for a federal freight strategic plan for a dedicated multi-modal funding program to address freight. Support the recommendation of the House Transportation and Infrastructure Committee to establish a dedicated, sustainable funding source for freight projects of national and regional significance for a competitive grant program. Investigate creation of a national Office of Freight. Work with ODOT to meet the new freight policy requirements.</p>
<p>State of Good Repair: Provide funding to maintain and rehab the transportation system with program requirements tied to the condition of the system</p>	<p>MAP-21 took a significant step toward emphasizing State of Good Repair as a central element of the National Highway Performance Program and creation of a rationalized transit State of Good Repair Program. Decision-making and funding penalties are tied to meeting performance standards on the condition of the system.</p> <p>However, MAP-21 took a major step backward by eliminating the Highway Bridge Repair and Replacement Program while leaving these projects eligible to compete for funding through the NHPP and STP programs. While ODOT has maintained the level of funding dedicated to state and local bridges, elimination of the federal program reduces the federal emphasis.</p> <p>Further, MAP-21 maintained the requirement to spend a certain amount on bridges <u>off</u> the federal-aid system which are the lowest priority bridges for which Oregon has limited needs. In addition, S. 1504 proposes to increase this minimum spending requirement on the lowest priority category of bridges.</p> <p>Recommendation: Continue to advocate for provisions in the federal authorization bill that support a “Fix-it-First” asset management policy. Recommendation: Work with ODOT, TriMet and local governments to establish and implement road and bridge condition measures that link to plans and funding decisions.</p> <p>Recommendation: Continue to advocate for a stand-alone bridge repair and replacement program. Support increased flexibility in allowing local governments to invest in the highest-priority bridge projects on or off the federal-aid system.</p>

<p>Climate Change: Advocate for clear integration with federal climate change policy with requirements for reductions in greenhouse gases tied to the performance of the overall system, not individual projects.</p>	<p>Congress has not adopted climate change policy although they have spent significant amounts on disaster relief for events such as Super Storm Sandy.</p> <p>Recommendation: Continue to pursue state mandates for addressing climate change and advocate for federal adoption of our demonstrated best practices.</p>
<p>Alternative fuels Fleet: Support efforts to accelerate implementation of electric and compressed natural gas vehicles while shifting from a gas tax to a VMT Fee.</p>	<p>STP and CMAQ funds can be used for installation of electric vehicle charging stations. Oregon has experience in this application. CNG equipment eligibility would need to be provided.</p> <p>Recommendation: Continue to monitor to ensure eligibility is maintained for electric charging equipment and extended to CNG equipment. [Also see VMT fee recommendations below]</p>
<p>VMT Fee: Advocate for the federal government to take steps toward implementing a VMT Fee system, including R&D, system design and requirements for installation of devices in new vehicles.</p>	<p>Congress has not taken any further steps toward a VMT Fee although Congressman Blumenauer has introduced a legislative proposal HR 3638 – the Road User Fee Pilot Program - directing the Department of the Treasury (since it is a tax collection issue) to award competitive grants throughout the US for road user fee pilot projects based upon vehicle miles traveled. Meanwhile, Oregon has carried out two pilot projects (the first to test the technology and public reaction and the second to test multiple collection mechanisms). ODOT is currently implementing the nation’s first VMT fee (limited to 5000 participants on a voluntary basis) and building the tax collection system.</p> <p>Recommendation: Advocate in support of Congressman Blumenauer’s proposed HR 3638 – the “Road User Fee Pilot Program;” seek an implementation grant upon adoption.</p>
<p>Intercity Passenger Rail: As one of 10 designated High Speed Rail Corridors (from Eugene to Vancouver, BC), advocate for increased funding for capital costs of high speed rail expansion and operating cost of AMTRAK.</p>	<p>Congress appropriated funds for several years and awarded grants for high speed rail projects including \$800 million for track improvements in the State of Washington, funding to Oregon for an added locomotive and train set and for development of an environmental assessment of the corridor from Eugene to the Columbia River. AMTRAK funding continues to be unstable and has suffered funding cuts.</p> <p>Recommendation: Advocate for reauthorization of the Passenger Rail Investment and Improvement Act (PRIIA). Allow federal highway funding flexibility to support passenger rail projects and service.</p> <p>Recommendation: Advocate in support of appropriations to operate AMTRAK service rather than shift the financial burden to states.</p>

<p>Transit and Greenhouse Gases: Based upon the National Commission on Transportation Funding, the region endorsed increasing federal transit funding by more than doubling current levels and shifting the program to be fully funded through the Highway Trust Fund. It specifically supported this significant increase targeted at New Starts, service for aging and disabled citizens, State of Good Repair and in support of metropolitan economies and to assist with meeting energy and climate change requirements. The region also supported consolidating a number of small, miscellaneous programs.</p>	<p>MAP-21 increased the overall level of transit funding to Oregon by about 20%, revised and consolidated the program structure of the funding and converted a discretionary program (for Good Repair) into a more favorable formula program. New Starts remains a significant discretionary program and there are significant new requirements to address safety of the transit system (with projects to be funded through the already established funding categories).</p> <p>Recommendation: Continue to advocate for substantially increased transit funding through increases in the Highway Trust Fund.</p> <p>Recommendation: Work with TriMet to participate in the FTA rulemaking process to implement new requirements.</p>
<p>New Starts/Small Starts/ Core Capacity: continued the New Starts program with some advantageous changes in details such as a more rational cost-effectiveness measure, but also added more competition for the same funds with the addition of the Core Capacity program.</p>	<p>New Starts continues to be an important program for this region. 5 of the 6 light rail projects, WES, and the latest Streetcar project all were funded by New Starts or its predecessor program. BRT projects would also be eligible for this program.</p> <p>Recommendation: Continue to advocate for significantly higher funding levels for the Major Capital Improvement Program (New Starts, Small Starts, Core Capacity).</p>
<p>Walking and Cycling: Advocate in support of the Rails-to-Trails proposal to double funding for Active Transportation through a program that would fund a \$50 million program in 40 major metropolitan areas.</p>	<p>MAP-21 <u>did not</u> implement the Rails-to-Trails proposal. In fact, it consolidated the previous Transportation Enhancement, Safe Routes to Schools and Recreational Trails programs in a new Transportation Alternatives program at a funding level reduced for Oregon by 38%.</p> <p>Recommendation: Continue to advocate for increased funding for Active Transportation through increased funding in the Transportation Alternatives Program and through expansion of the Safety Program to all modes of travel.</p>
<p>University Transportation Research Centers: Advocate in support of continued research grants for University</p>	<p>The Oregon Transportation Research and Education Consortium (OTREC) was successful at securing an earmarked research grant from SAFETEA-LU providing it with the capacity to carry out research projects requiring a 50% match. Subsequently, it has transitioned to the</p>

<p>Transportation Centers.</p>	<p>National Institute for Transportation and Communities and secured two additional grants on a competitive basis. This has resulted in completion of significant research projects in cooperation with ODOT and agencies throughout the Metro region. The research center is housed and managed out of Portland State University but is a cooperative effort with University of Oregon, Oregon State university, Oregon Institute of Technology, University of Utah and University of South Florida.</p> <p>Recommendation: Continue to advocate for University Transportation Research grants on a competitive basis.</p>
<p>New Issues from MAP-21:</p>	
<p>Strategic Highway Safety Plans:</p>	<p>MAP-21 consolidated and expanded several safety funding programs with new requirements for a Highway Safety Improvement Program that is tied to performance measures and is more project specific than the current safety plan. In addition, the newly expanded program is intended to address safety issues throughout the road and street system, not just on the state highway system. It is ODOT’s intent to expand their safety program to cover local government concerns and all modes of travel.</p> <p>Recommendation: Monitor USDOT rulemaking and work with ODOT to implement the new requirements.</p>
<p>Disaster Preparedness:</p>	<p>There is a growing awareness of the need to retrofit the existing transportation system to be more resistant to disasters, including earthquake, tsunami, terrorism and the impacts on more frequent flood and fire due to climate change.</p> <p>Recommendation: Advocate for inclusion of disaster preparedness retrofits in funding eligibility for State of Good Repair and advocate need for additional funding due to expected increase in frequency of weather-related events.</p> <p>Recommendation: Advocate for continued funding through the Department of Homeland Security’s “Urban Areas Security Initiative” to improve regional collaboration on planning, training and operations for responding to disasters in high density urban areas based upon degree of risk regardless of size.</p>

<p>Performance Measures:</p>	<p>MAP-21 created a significant and complex system of required performance measures tied to federal funding categories and federal requirements linking the measures to long range plans and program funding decisions. National goals are established in the following areas:</p> <ul style="list-style-type: none"> • Safety • Infrastructure condition • Congestion • Reliability • Freight movement • Environmental Sustainability • Reduced project delivery delays <p>In certain of these areas, MAP-21 defined specific measures. In other areas, it required USDOT, state DOTs and MPOs to establish measures and targets to be achieved. Further, it built certain minimum spending requirements into the federal programs with penalties for not meeting targets. Finally, it required disclosure as part of the long range planning process and transportation improvement programming process on the status of achieving these measures and the expected impact on these measures from the plan and project funding decisions.</p> <p>Recommendation: Advocate in support of HR 3494 - the “Bicycle and Pedestrian Safety Act” - introduced by Congressman Blumenauer, to require establishment of highway safety performance measures for both motorized and non-motorized transportation.</p> <p>Recommendation: Advocate through the USDOT rulemaking process for establishment of performance measures that are multi-modal in nature and are linked to broader land use and economic outcomes being pursued in the region. The Regional Transportation Plan includes such a comprehensive performance measures framework.</p> <p>Recommendation: Advocate through the USDOT rulemaking process for safety performance measures by mode of travel to better highlight bike/walk injuries and fatalities.</p> <p>Recommendation: Advocate for adequate resources to meet these new federal mandates.</p>
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December 16, 2013

Congressman Earl Blumenauer
1111 Longworth House Office Building
Washington, DC 20515

Dear Congressman Blumenauer:

We are writing on behalf of the Portland region's transportation leadership to thank you for introducing HR 3636 - the "Update, Promote, and Develop America's Transportation Essentials Act of 2013" (UPDATE Act). The UPDATE Act would stabilize the Highway Trust Fund by increasing the federal gas tax in the short term, indexing it to inflation, and then phasing it out in favor of a more reliable long-term funding source by 2024. In addition to your stated objective of ensuring adequate funding for transportation infrastructure, your proposal would have the additional benefit of contributing to long-term federal deficit reduction, both by eliminating the need to transfer general fund dollars to the Highway Trust Fund and by more broadly supporting America's economic prosperity.

As you know, the Highway Trust Fund is fast approaching insolvency. Through a series of short-term "patches" - including those applied in MAP-21 legislation - Congress has used the general fund of the Treasury to keep highway, highway safety and public transit programs operating at flat funding levels. While we appreciate how hard you have had to work to achieve this result, the time is coming when short-term patches may require more general fund support than can be provided. A solution like the UPDATE Act that channels more user fee revenue into the trust fund and keeps up with inflation is the right way to provide for sustainable federal investment that grows with the growing needs of our transportation systems. Its passage would also establish the foundation for adoption of a 6-year reauthorization of MAP-21 that is more consistent with the level of needed transportation investment.

We know you share the view that investing in transportation infrastructure represents one of the best ways to create jobs and economic development and to improve the environment. Such investments will lead to greater economic prosperity, which in turn will help to increase federal tax collections and reduce the federal budget deficit. And the best part is that improved economic prosperity benefits all Americans.

Thank you again for your leadership in introducing the UPDATE Act. Please let us know how we can help to advance this legislation and other solutions that can make federal transportation programs more robust and sustainable.


Best Regards,

Tom Hughes, President
Metro Council

Carlotta Collette, Chair
Joint Policy Advisory Committee on Transportation
Metro Councilor District 2

Commissioner Loretta Smith, Chair
Metro Policy Advisory Committee
Multnomah County Commissioner
District 2

Cc: Senator Wyden
Senator Merkley
Representative Bonamici
Representative Walden
Representative DeFazio
Representative Schrader



Gery Shirado, Mayor
City of Durham

John L. Cook, Mayor
City of Tigard



Bob Stacey
Metro Councilor, District 6

Bill Wyatt, Executive Director,
Port of Portland, JPACT Member



Ruth Adkins, Chair
Portland Public Schools



Neil McFarlane, General Manager
TriMet, JPACT Member



Diane McKeel, Commissioner
Multnomah County, JPACT Member



Peter B. Truax, Mayor
City of Forest Grove



November 20, 2013

Senator Ron Wyden
221 Dirksen Senate Office Building
Washington, DC 20510

Senator Jeff Merkley
313 Hart Senate Office Building
Washington, DC 20510

Dear Senators Wyden and Merkley:

We are writing on behalf of the Portland region's transportation leadership to congratulate you on your appointment to the conference committee considering the Fiscal 2014 Budget Resolution and to urge you to use your position to make federal support for transportation funding at the state and federal level more reliable.


As you know, the Highway Trust Fund is fast approaching insolvency. Through a series of short-term "patches" – including those applied in MAP-21 legislation – Congress has used the general fund of the Treasury to keep highway, highway safety and public transit programs operating at flat funding levels. While we appreciate how hard you have had to work to achieve this result, the time is coming when short-term patches may require more general fund support than can be provided.

A solution that channels an increase in user fee revenue into the trust fund would be the right way to provide for sustainable federal investment that grows with the growing needs of our transportation systems. It is encouraging to see that there is bi-partisan support in the Senate for addressing the coming crisis in the transportation trust fund by finding more revenue. A variety of approaches – some long-term, such as increased fuel taxes or new upstream taxation of fuels, and some short-term, such as directing taxes paid on repatriated profits to infrastructure – have been discussed recently. We believe some or all of these approaches may be appropriate to address the need for transportation funding.

We know you share the view that transportation infrastructure investment represents one of the best ways to create jobs and economic development and to improve the environment. In the short term, increasing transportation user fees in the Highway Trust Fund allows for the general fund subsidy to be reduced, thereby helping to reconcile the Fiscal 2014 Budget Resolution. In the long term, increased economic prosperity is the most effective approach to increasing federal tax collections and reducing the federal budget deficit. And the best part is that improved economic prosperity benefits all Americans.

If the budget conference represents an opportunity to make federal transportation programs more robust and sustainable, we hope you will seize that opportunity.


Best Regards,



Tom Hughes, President
Metro Council




Carlotta Collette, Chair
Joint Policy Advisory Committee on Transportation
Metro Councilor, District 2



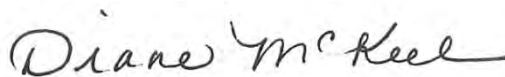
Shirley Craddick, Councilor
Metro Council, District 1,
JPACT Member



Kathryn Harrington, Councilor
Metro Council, District 4,
JPACT Member



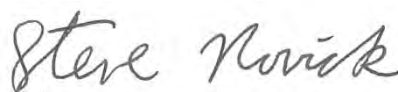
Roy Rogers, Commissioner
Washington County, JPACT Member



Diane McKeel, Commissioner
Multnomah County, JPACT Member



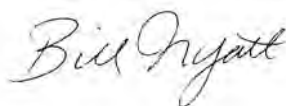
Paul Savas, Commissioner
Clackamas County, JPACT Member



Steve Novick, Commissioner
City of Portland, JPACT Member



Neil McFarlane, General Manager
TriMet, JPACT Member



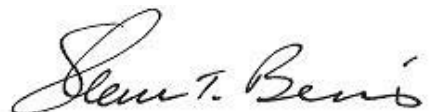
Bill Wyatt, Executive Director,
Port of Portland, JPACT Member



Donna Jordan, Councilor
City of Lake Oswego, representing the cities
of Clackamas County on JPACT



Denny Doyle, Mayor
City of Beaverton, representing the cities of
Washington County on JPACT



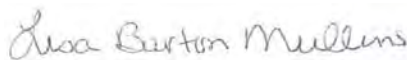
Shane T. Bemis, Mayor
City of Gresham, representing the cities of
Multnomah County on JPACT



Jack Burkman, Councilor
City of Vancouver, Washington
JPACT Member



Jef Dalin, Mayor
City of Cornelius, alternate representing
the cities of Washington County on JPACT



Lisa Barton Mullins, Councilor
City of Fairview, alternate representing
cities of Multnomah County on JPACT



Tim Knapp, Mayor
City of Wilsonville, alternate representing
cities of Clackamas County on JPACT



Lou Ogden, Mayor
City of Tualatin



Doug Neeley, Mayor
City of Oregon City



John L. Cook, Mayor
City of Tigard



Doug Daoust, Mayor
City of Troutdale



Heather Kibbey, Mayor
City of Rivergrove



Patricia Smith, Mayor
City of Wood Village

Cc:
Representative Bonamici
Representative Walden
Representative Blumenauer
Representative DeFazio
Representative Schrader

**CLIMATE
SMART
COMMUNITIES
SCENARIOS PROJECT**

www.oregonmetro.gov/climatescenarios

Climate Smart Communities Scenarios Project

First Look at Results – Part 2

Joint Policy Advisory Committee on Transportation

Kim Ellis, project manager

December 12, 2013



Metro | *Making a great place*

Region's response to state target

- Working together with city, county, state, business and community leaders
- Researching how land use and transportation strategies can advance public and private investments that
 - support local visions and plans
 - create jobs and healthy communities
 - meet state targets for reducing carbon emissions



Where we've been & where we are headed

PHASES 1 & 2

Understand Choices
2011-2012

Shape Choices
Jan.-Oct. 2013

PHASE 3

Shape Preferred
Nov. 2013-May 2014

Adopt Preferred
Sept.-Dec. 2014



WE ARE HERE

First Look at Results

NOVEMBER – PART 1

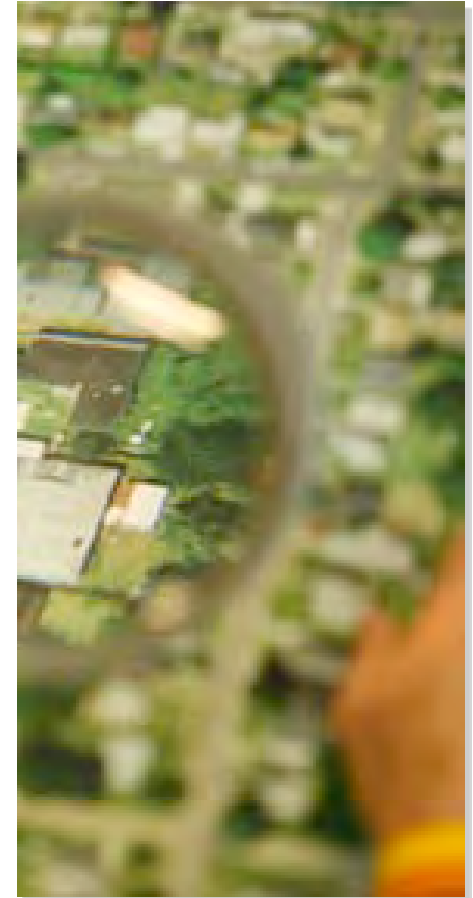
- Report emissions, travel, air quality, housing and job outcomes

DECEMBER – PART 2

- Report costs relative to economic and social equity outcomes

JANUARY – PART 3

- Report more costs relative to health, social equity and fiscal outcomes
- Recommend policy areas for further regional discussion and input in 2014

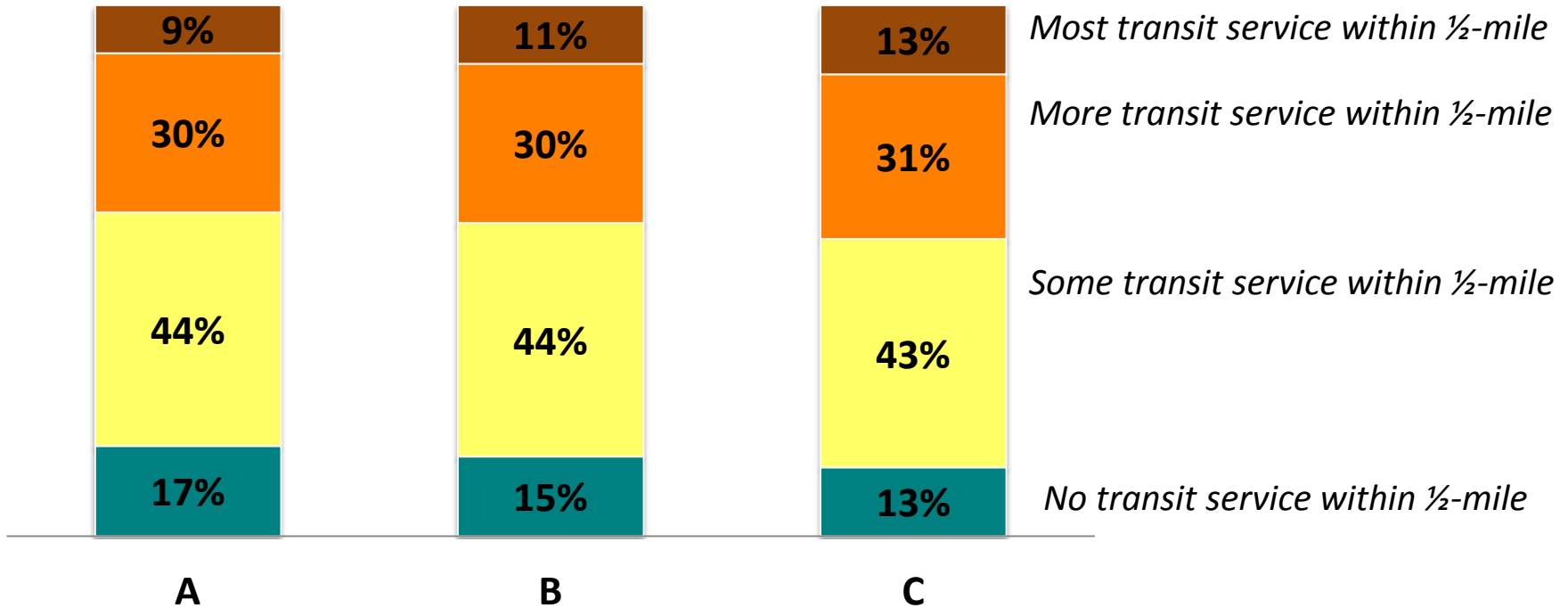


WHAT WE LEARNED

PART 2

More than 80 percent of households have access to transit

Share of all households living near transit
in 2035

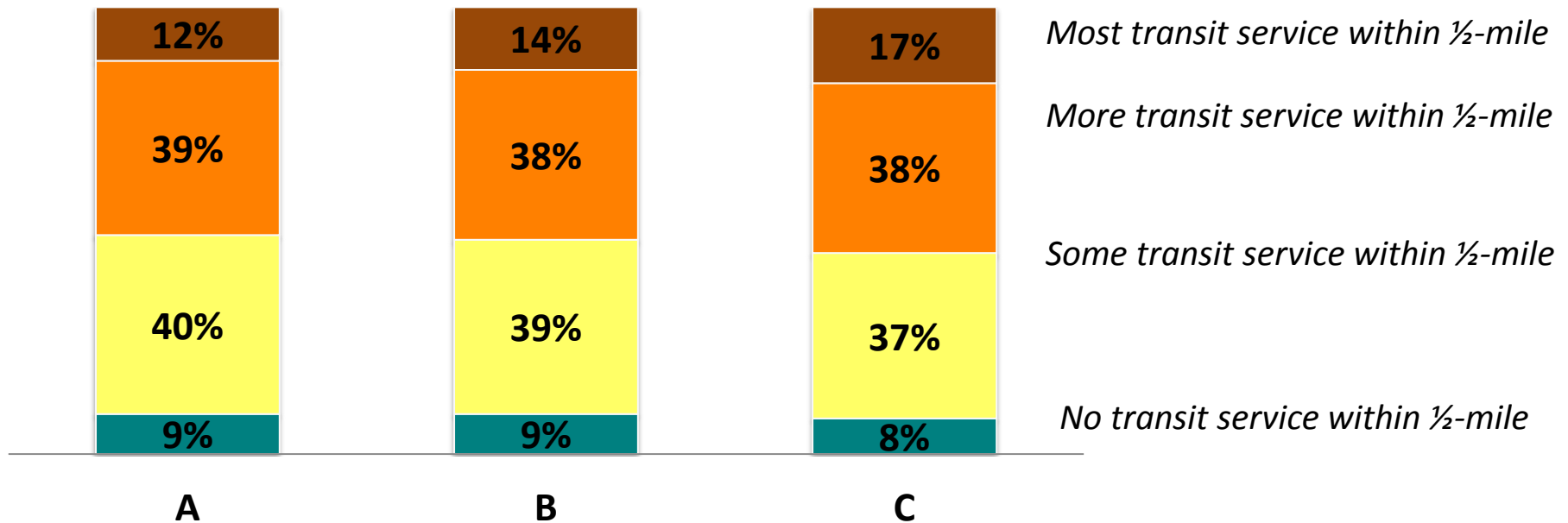


Source: MetroScope and GIS

Peak service (fixed-route coverage)

More than 90 percent households of modest means have access to peak transit

Share of households earning less than \$25k/year living near transit in 2035

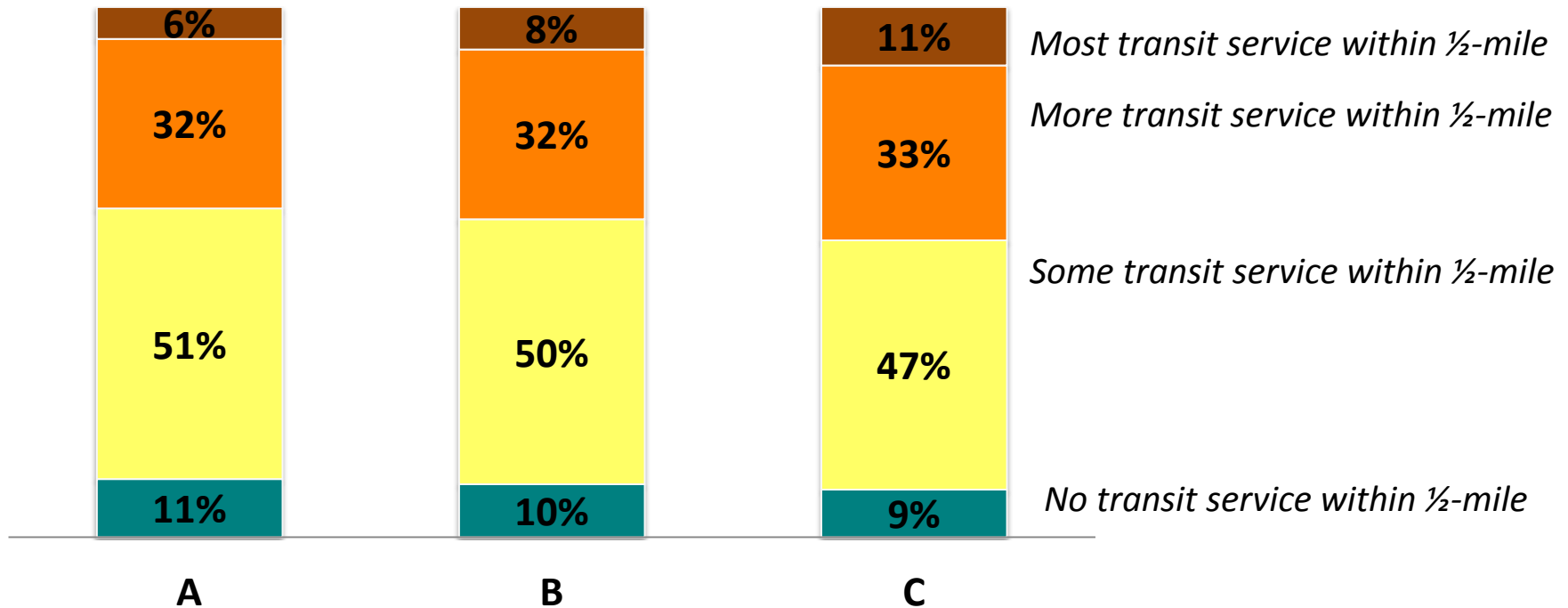


Source: MetroScope and GIS

Peak service (fixed-route coverage)

Most households of modest means have access to off-peak transit

Share of households earning less than \$25k/year living near transit in 2035

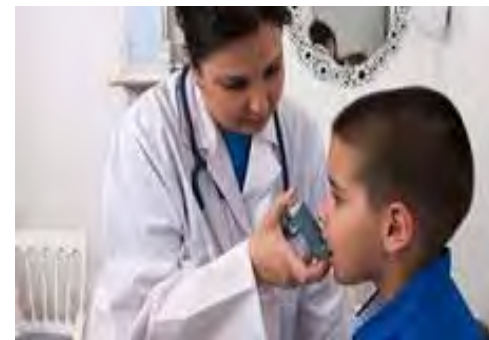
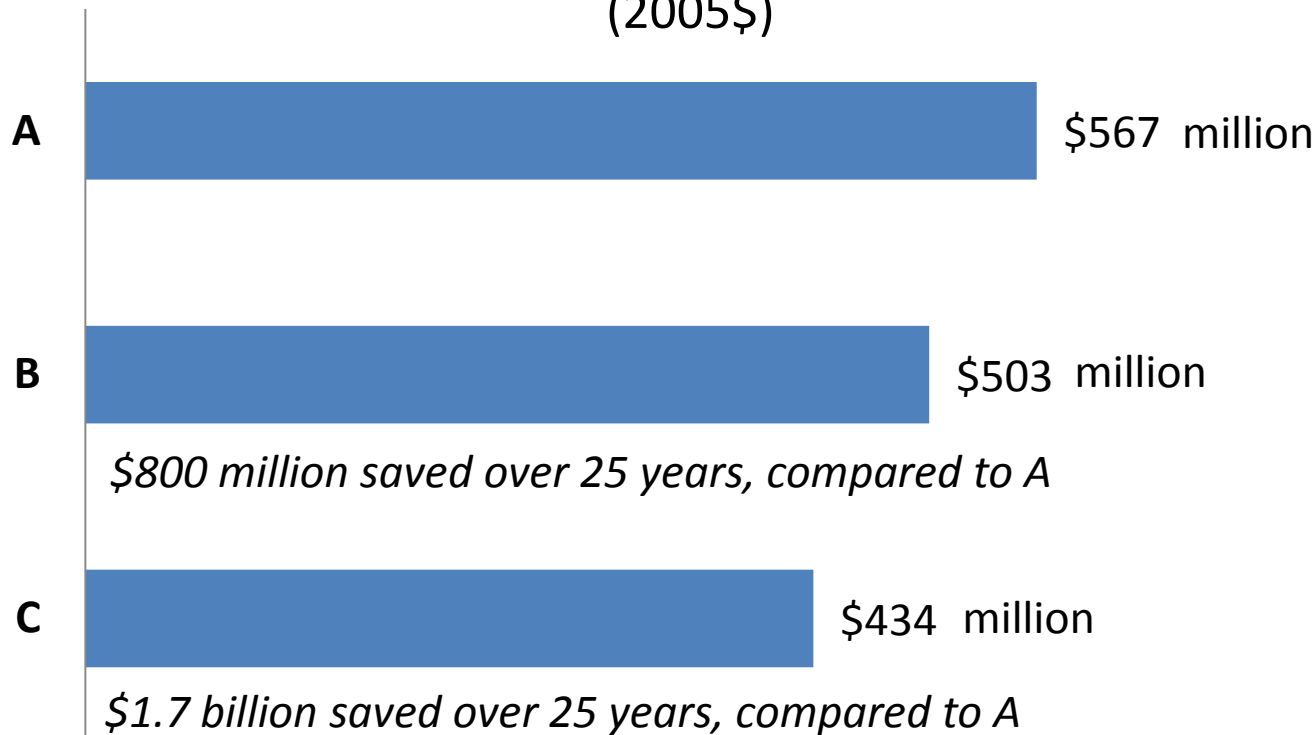


Source: MetroScope and GIS

Off-peak service (fixed-route coverage)

Our economy benefits from reduced emissions

Annual environmental cost of transportation emissions in 2035 (2005\$)



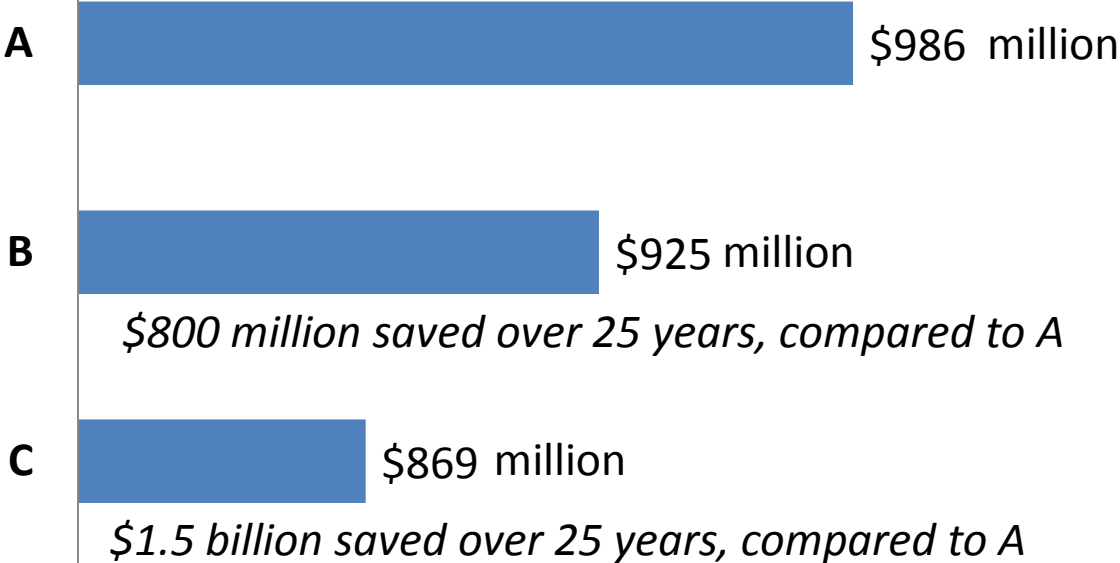
Source: GreenSTEP

Represents a narrow set of environmental costs related to air pollution, vehicle fluids and a changing climate. The methodology used was developed by Cambridge Systematics for the Oregon Department of Transportation. It is included in Technical Appendix 6 of the Statewide Transportation Strategy at:

http://www.oregon.gov/ODOT/TD/OSTI/docs/STS/STS_TechAppendices.pdf

Our economy benefits from reduced delay

Annual freight truck travel costs due to delay in 2035 (2005\$)



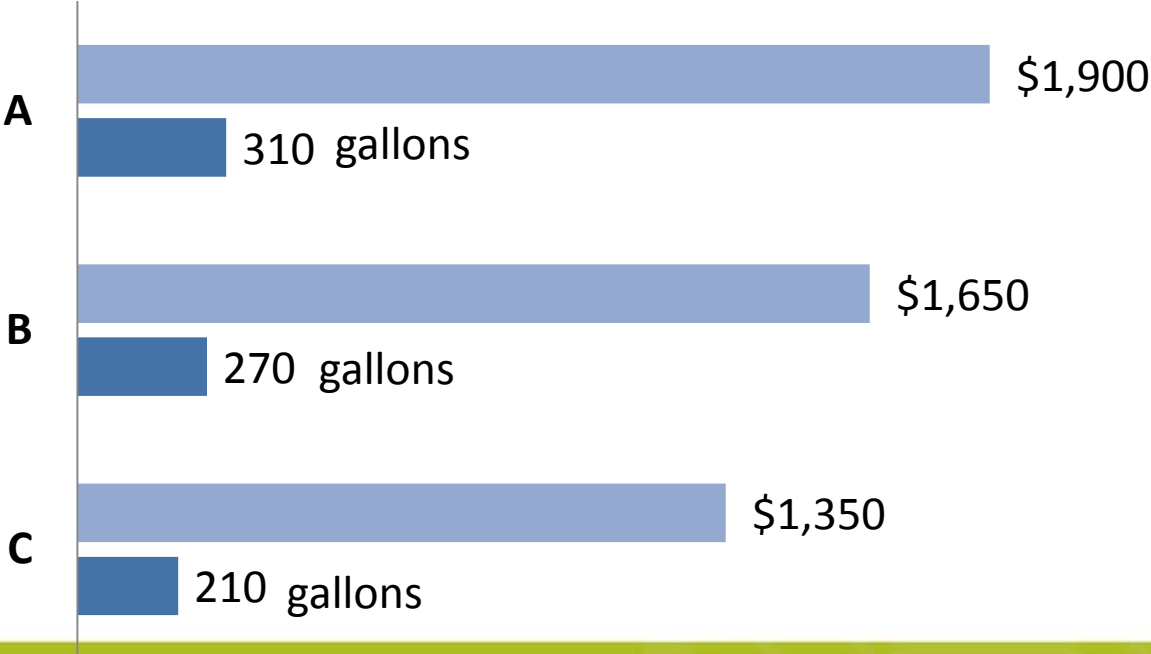
Source: GreenSTEP

Household budgets benefit from driving less and more fuel-efficient vehicles

Annual household fuel costs and consumption in 2035

(in 2005\$ and gallons)

Fuel costs Fuel consumed



Source: GreenSTEP

2014: Shaping a preferred approach

JAN. TO MAY 2014

Discuss choices and tradeoffs to shape a draft preferred approach

MAY 2014

Council direction to staff on the draft preferred approach

JUNE TO AUGUST 2014

First look at the preferred approach; staff completes final evaluation and prepares adoption package

SEPT. TO DEC. 2014

Public comment period and Council considers final adoption of preferred approach



DISCUSSION

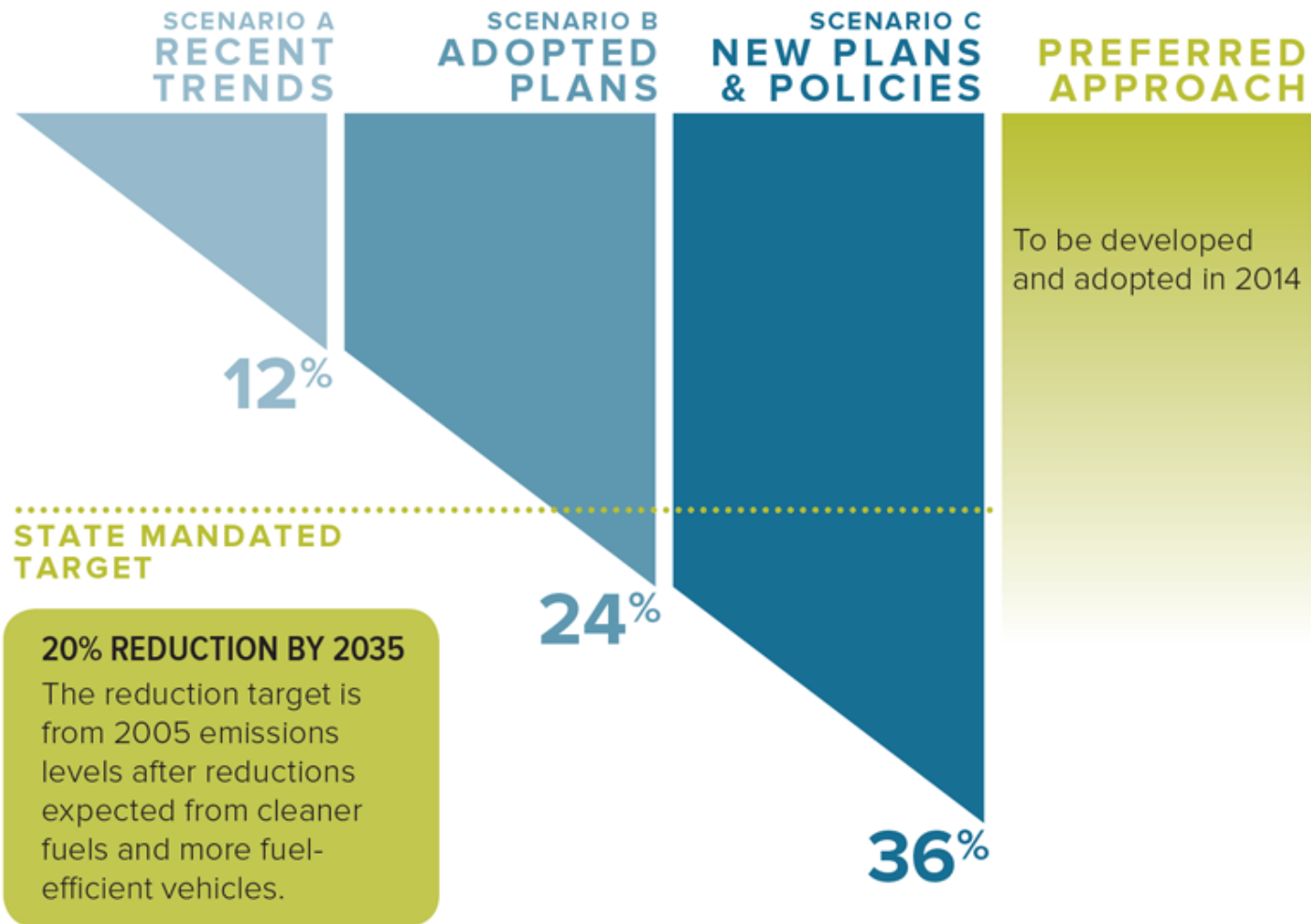




SUPPLEMENTAL MATERIALS

REDUCED GREENHOUSE GAS EMISSIONS

PERCENT BELOW 2005 LEVELS



What the future might look like in 2035

Scenario

A

RECENT TRENDS

This scenario shows the results of implementing adopted plans to the extent possible with existing revenue.

Scenario

B

ADOPTED PLANS

This scenario shows the results of successfully implementing adopted land use and transportation plans and achieving the current RTP, which relies on increased revenue.

Scenario

C

NEW PLANS & POLICIES

This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

Scenarios approved for testing by Metro advisory committees and the Metro Council in May and June 2013

Outcomes to help inform community choices discussion in 2014



GHG emissions



Access & mobility



Air quality



Jobs and housing



Economy



Public health



Cost



Social equity

Evaluation criteria approved by Metro advisory committees and the Metro Council in May and June 2013

EARLY TAKEAWAYS

1

Past planning and investments to implement the 2040 Growth Concept vision make the target attainable

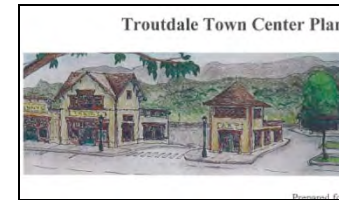
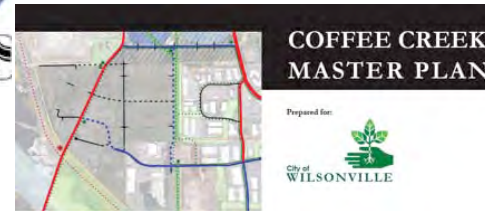
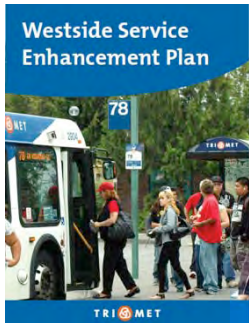
2040 Growth Concept adopted in 1995

2

More work is needed to realize local and regional visions



Beaverton Civic Plan
growing together



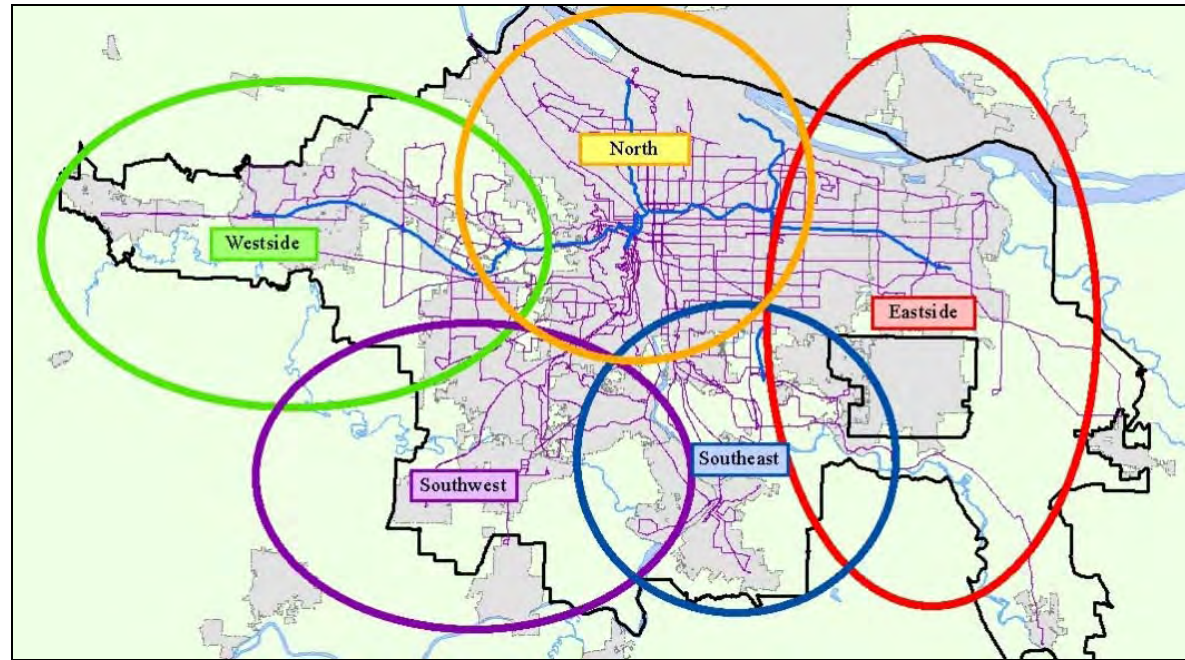
3

Investing in communities is essential to success



4

Improving transit across the region is essential to success



Transit improvements will be guided by locally-developed TriMet Service Enhancement Plans, the TriMet Board's Strategic Financial Plan and South Metro Area Regional Transit (SMART) plans

5

Investments and actions that reduce GHG emissions provide community benefits



Photo credit: Urban Advantage and SACOG

7

Investments and actions that reduce emissions and delay provide economic benefits





Oregon

John A. Kitzhaber, MD, Governor

Land Conservation and Development Commission

635 Capitol Street NE, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us



November 15, 2013

Metro President Tom Hughes
Metro Council
600 NE Grand Avenue
Portland, OR 97232

Dear Metro President Hughes and Councilors:

Thank you for the opportunity to meet with you at your November 5 work session on the Climate Smart Communities Scenarios Project. As the Land Conservation and Development Commission's designated liaison for the project, I was very pleased to hear that scenario planning is progressing well and that the Council is committed to its success. Of course, as several of you noted, a path-breaking project such as this always involves challenges and obstacles, and LCDC recognizes that. With your vision and leadership, I believe it will succeed.

At the meeting, I conveyed LCDC's support for scenario planning and the Climate Smart Communities project both as a means to reduce greenhouse gas emissions and as a process for building stronger, healthier, more vibrant and efficient communities. More specifically, I suggested that LCDC would probably look for three things as it reviews the Council's work to adopt a preferred scenario: (1) Did the Council and the region follow the process set out in LCDC's administrative rules? (2) Can we be confident that the preferred scenario will achieve the target for reduction in greenhouse gas emissions? (3) Have the local jurisdictions "bought in" to the scenario planning process, and will they take the steps necessary to implement it?

After I made those remarks, several Councilors asked if I would check in with the other LCDC commissioners to make sure that the Commission continues to support the process as it has unfolded and will advocate to the Legislative Assembly for the necessary state programs and the funding to support implementation of the preferred scenario, as it is unlikely that Metro and local governments in the region will be able to fund all of the work by themselves.

LCDC met in Tillamook on November 14 and 15. After the staff report on scenario planning, I described my discussion with Metro Council and asked the commissioners to affirm the three points, listed above, that I had made at the Council meeting. Unanimously, LCDC did so. Commissioners affirmed their support for the progress you have made and for working with local jurisdictions to implement the scenario you select. Commissioners also acknowledged that implementing the chosen scenario will require investments from the state, and they agreed in principle that state agencies, Metro and local jurisdictions will need to work together to advocate in the Legislature for funding for the necessary investments in local and regional improvements.

I plan to attend the MPAC and JPACT meetings on December 11 and 12 and look forward to hearing more discussion about the scenarios.

Sincerely yours,


Jerry Lidz
Commissioner

Westside Freight Access and Logistics Analysis

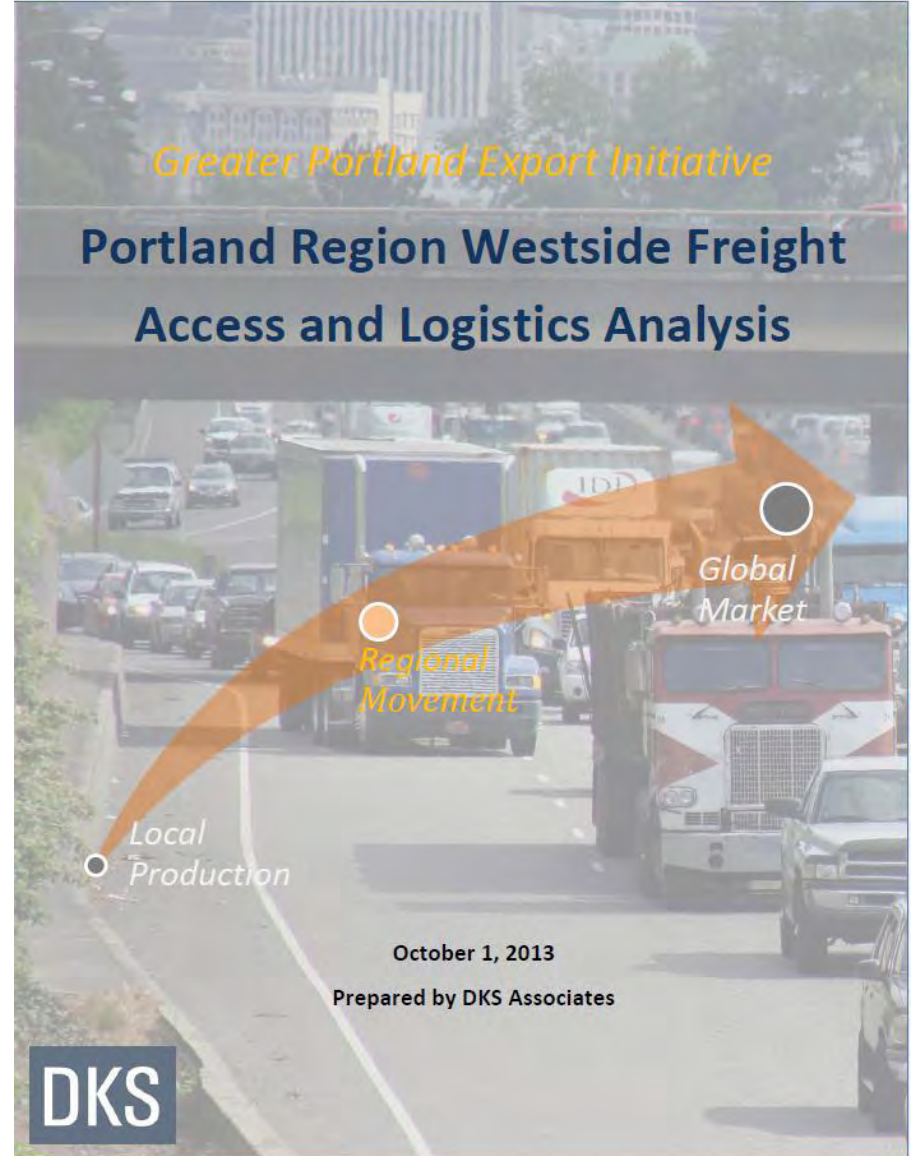
Joint Policy Advisory Committee on Transportation (JPACT) Meeting

December 12, 2013



Overview

- Industry Interviews
- System Conditions / Transportation Issues
- Near-term Transportation Strategies
- Next Steps

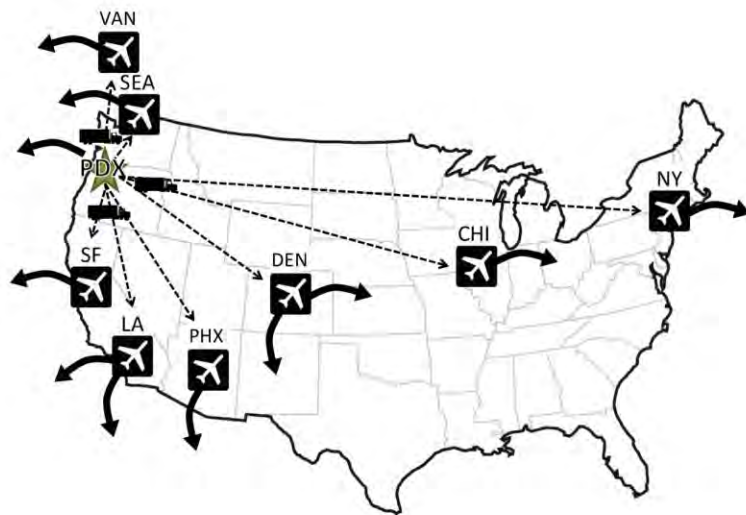


Westside Freight Access and Logistics Analysis

Industry Interviews

Revealed that PDX freight consolidation area is gateway for:

- Air freight
- Truck freight destined for international transfer points in Seattle and San Francisco



Primary freight routes to PDX from Westside are:

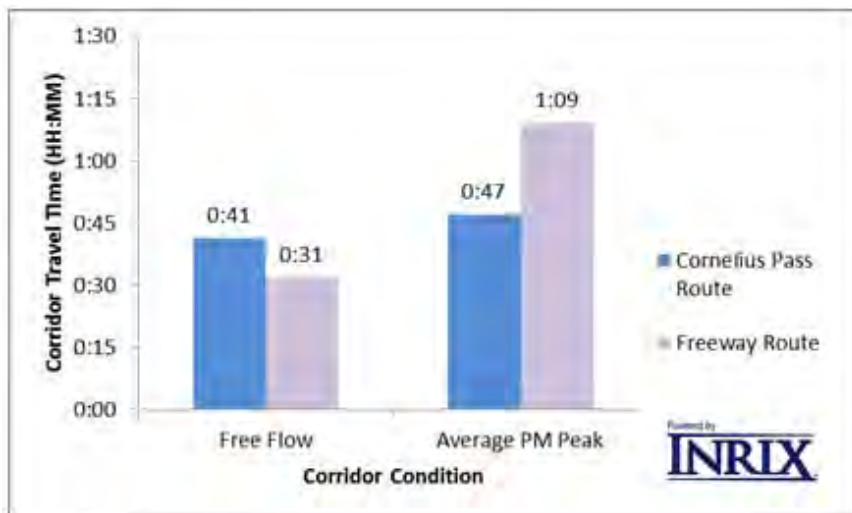
- US 26 to I-405 north to I-5 north
- Cornelius Pass Road to US 30, across St. Johns Bridge to Columbia Blvd



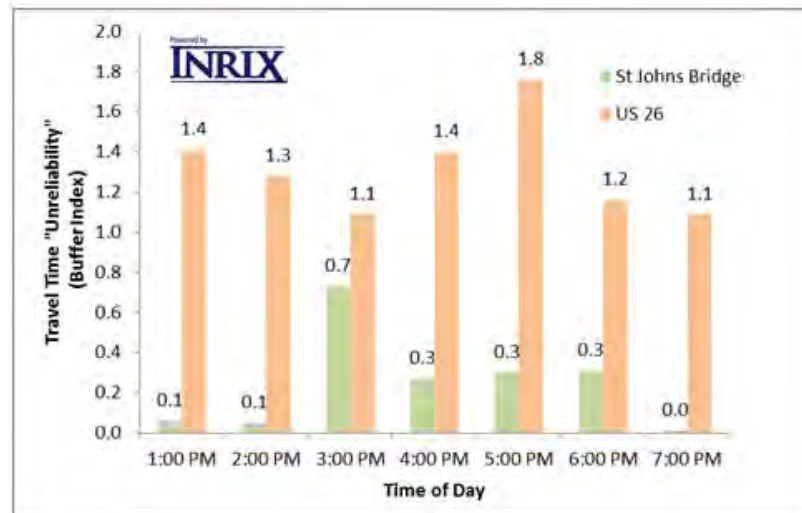
Westside Freight Access and Logistics Analysis

Existing routes face reliability challenges exacerbated by:

1. Limited Route Choice
2. US 26 Travel Time Reliability
3. I-5 Travel Time Reliability
4. US30/Columbia Connection
5. Freeway Access & Ramp Meters
6. Conditions on Cornelius Pass Road



Source: INRIX



Source: INRIX

Westside Freight Access and Logistics Analysis

Project Screening and Analysis:

30+ Existing project proposals and new ideas were screened according to benefit to freight logistics.

Three strategies rose to the top – each still require development details.

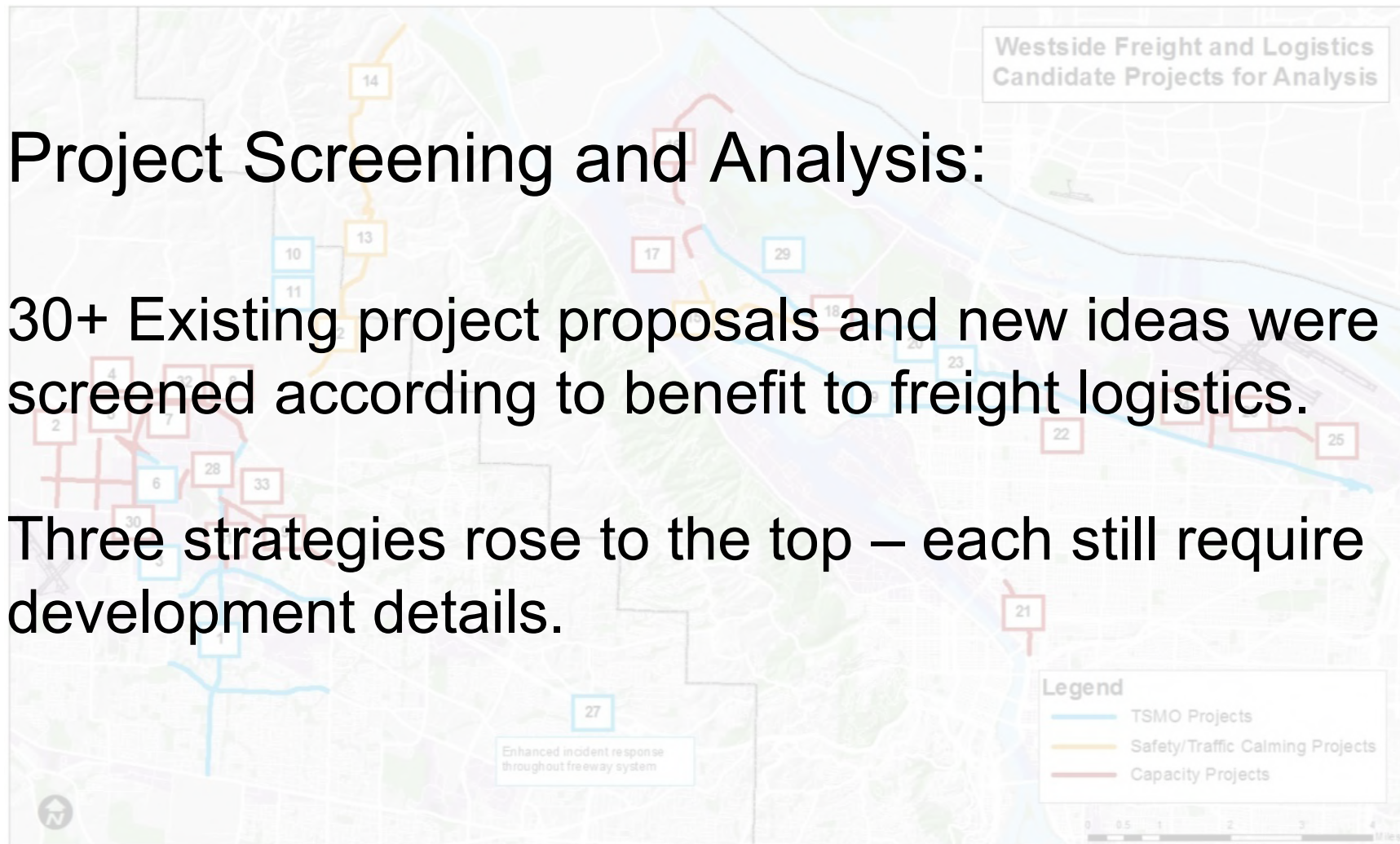


Figure: Previously Identified Projects for Consideration

Strategy 1: Enhanced Traveler Information

Provides more reliable (predictive) travel time by alerting drivers of incidents, reducing non-recurring delay.



Strategy 2: US Truck Ramp Meter Bypass

Potential to reduce queue-related delay by 10-20 minutes by allowing freight to jump queues.



Strategy 3: Enhanced Freeway Incident Response

Reduce delays due to incidents.

US 26 / I-405 / I-5 Freeway crashes:

- On average, one incident/day closes a lane between 2-7 p.m.
- 35 minute average closure duration (delay longer)



Questions & Discussion

Chris Maciejewski, P.E., PTOE | Principal
Ph: [503.243.3500](tel:503.243.3500) | Email: csm@dksassociates.com