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Portland, OR 97232-2736
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Metro | *Agenda*

Meeting: Transportation Policy Alternatives Committee (TPAC)
Date: Friday, July 29, 2016
Time: 9:30 a.m. to 12 p.m. (noon)
Place: Metro Regional Center, Council Chamber

9:30 AM	**1.**		**CALL TO ORDER AND DECLARATION OF A QUORUM**	**John Williams, Chair**
9:35 AM	**2.**		**COMMENTS FROM THE CHAIR AND COMMITTEE MEMBERS** • Oregonians Crossing safety campaign • RTP work group meetings	**John Williams, Chair**
9:45 AM	**3.**		**CITIZEN COMMUNICATIONS ON AGENDA ITEMS**	
9:50 AM	**4.**		**CONSIDERATION OF THE TPAC MINUTES FOR JUNE 24, 2016**	
9:55	**5.**	*	**TRANSPORTATION PRIORITY EQUITY OUTCOMES** • Purpose – Provide an overview of the community priorities for the Transportation Equity Analysis; discuss system evaluation measures. Information/Discussion	**Grace Cho, Metro**
10:30	**6.**	* **	**MAP-21 RULEMAKING DRAFT COMMENTS** • Purpose - Provide an update on recent federal MAP-21 rulemaking, and recommend technical comments to JPACT on the draft System Performance Rule. Recommendation to JPACT	**Tyler Frisbee Tom Kloster, Metro**
11:15	**7.**		**ADJOURN**	**John Williams, Chair**

Upcoming TPAC Meetings:
- Friday, August 26
- Friday, September 30
- Friday, October 28

* Material will be emailed with meeting notice
** Material will be emailed at a later date after notice
# Material will be distributed at the meeting.

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលពាក្យបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ www.oregonmetro.gov/civilrights។
បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1890 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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November 2014

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2016 TPAC Work Program

As of 7/22/16

NOTE: *Items in* ***italics*** *are tentative;* ***bold*** *denotes required items*

July 29, 2016	**August 26, 2016**
• 2018 RTP: Transportation Equity Priority Outcomes Information/Discussion (Cho; 35 mins) • Region's Response to MAP-21 Rulemaking Recommendation to JPACT (Frisbee, Kloster; 40 mins)	• 2018 RTP: Background for Regional Leadership Forum #2 Information/Discussion (Kim Ellis, 30 mins) • 2018 RTP: Update on Project Solicitation Approach Information/Discussion (Kim Ellis; 40 mins) • 2018 RTP: Draft Revenue Forecast Information/Discussion (Leybold, Lobeck; 30 mins) • *Step 1 Active Transportation Project Development Funding Proposal and Process (Leybold, 30 mins)* Event reminder: RTP Regional Leadership Forum #2 Navigating Our Funding Landscape (September 23, 8:00 a.m. to noon)
September 30, 2016	**October 28, 2016**
• 2018-2021 MTIP and 2018 RTP Air Quality Conformity Consultation/Approval (Cho, 15 mins) • 2018 RTP: Draft Performance Measures and Targets Information/Discussion (John Mermin; 40 mins) • 2018 RTP: Regional Transit Vision & Service Enhancement Plans Update Information/Discussion (Snook, Hesse, Lashbrook; 30 mins) • 2018 RTP: Regional Freight Needs Information/Discussion (Collins; 35 mins) • *Highway Freight Bottlenecks Information/Discussion (ODOT, 40 mins)*	• 2018 RTP Update: Background for Regional Leadership Forum #3 Information/Discussion (Kim Ellis, 30 mins) • 2018 RTP: Performance Measures and Targets Information/Discussion (Mermin, Cho, McTighe; 40 mins) • 2018 RTP: Safety Strategies and Actions Information/Discussion (McTighe; 25 mins) • **Regional Flexible Fund Allocation** Discussion (Ted Leybold/Dan Kaempff, 55 mins)

2016 TPAC Work Program

As of 7/22/16

NOTE: *Items in* ***italics*** *are tentative;* ***bold*** *denotes required items*

November 18, 2016	• **December 16, 2016**
• **Regional Flexible Fund Allocation** Recommendation to JPACT (Ted Leybold/Dan Kaempff, 45 mins) • 2018 RTP: Project Update Information/Discussion (Ellis, 30 mins) • Special Transportation Fund Allocation Process Information/Discussion (Cho) • Event: RTP Regional Leadership Forum #3 (December 2, 8:00 am to noon) Transforming Our Vision into Regional Priorities	

Parking Lot

- TAP project delivery contingency fund pilot update (Leybold, Cho)
- Vehicle Electrification Project Options Information/Discussion (Leybold, Winter)

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2016 JPACT Work Program

As of 07/22/16

Items in italics are tentative; ***bold*** *denotes required items*

****Reflects new 2016 meeting schedule: 3rd Thursday of each month****

August 18, 2016 - cancelled Aug. 11, 7:30 – 9am: JPACT Finance Subcommittee Metro Regional Center, Rooms 370 A&B	**September 15, 2016** • Chair comments TBD (5+ min) • 2018 RTP Update: Background for Regional Leadership Forum #2 and Draft RTP Revenue Forecast (Kim Ellis, Ted Leybold, Ken Lobeck, Metro; 40 min) • *Step 1 Active Transportation Project Development Funding Proposal & Process - Recommendation (Ted Leybold, Dan Kaempff, Metro; 35 min)* Sept. 23, 8am – 12pm (OCC): RTP Regional Leadership Forum #2 (Navigating Our Transportation Funding Landscape)
October 20, 2016 • Chair comments TBD (5+ min) • 2018 RTP Update: Draft Regional Transit Vision (Jamie Snook, Metro; Stephan Lashbrook, SMART; Eric Hesse, TriMet; 35 min) • *2018 RTP Update: Project Update (Kim Ellis, Metro; 30 min)* Oct. 9-12: RailVolution 2016, Bay Area, CA	**November 17, 2016** • Chair comments TBD (5+ min) • Regional Flexible Fund Allocation – Discussion (Ted Leybold/Dan Kaempff, Metro; 30 min) • 2018 RTP Update: Background for Regional Leadership Forum #3 (Kim Ellis, Metro; 20 min) • 2018 RTP Update: Safety Strategies & Actions (Lake McTighe, Metro; 20 min)

December 15, 2016	**January 19, 2017**
• Chair comments TBD (5+ min) • *Regional Flexible Fund Allocation – Decision (Ted Leybold/Dan Kaempff, Metro)* • *HOLD for SW Corridor* Dec. 2, 8am – 12pm (OCC): RTP Regional Leadership Forum #3 (Transforming Our Vision into Regional Priorities)	• Chair comments TBD (5+ min)

2017-18 Events/Forums:

- **October 2017**: RTP Regional Leadership Forum #4 (Drafting Our Shared Plan for the Region)
- **June 2018**: RTP Regional Leadership Forum #5 (Finalizing Our Shared Plan for the Region)

Parking Lot:

- Southwest Corridor Plan
- Land use & transportation connections
- Prioritization of projects/programs
- Westside Freight Study/ITS improvements & funding
- All Roads Safety Program (ODOT)
- Air Quality program status update
- Washington County Transportation Futures Study (TBD)
- *Step 1 Active Transportation Project Development Funding Proposal & Process (Ted Leybold, Dan Kaempff, Metro; 35 min)*

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TRANSPORTATION POLICY ALTERNATIVES COMMITTEE
June 24, 2016
Metro Regional Center, Council Chamber

MEMBERS PRESENT	AFFILIATION
John Williams	Metro
Nancy Kraushaar	City of Wilsonville, representing Cities of Clackamas County
Katherine Kelly	City of Gresham, representing Cities
Chris Deffebach	Washington County
Karen Buehrig	Clackamas County
Don Odermott	City of Hillsboro, representing Cities of Washington County
Cora Potter	Community Representative
Adrian Esteban	Community Representative
Charity Fain	Community Representative
Patricia Kepler	Community Representative
Kelly Brooks	ODOT
Eric Hesse	TriMet
Judith Gray	City of Portland
Jared Franz	Community Representative

MEMBERS EXCUSED	AFFILIATION
Nick Fortey	Federal Highway Administration
Heidi Guenin	Community Representative

ALTERNATES PRESENT	AFFILIATION
Phil Healy	Port of Portland
Todd Juhasz	City of Beaverton, representing Cities of Washington County
Jessica Berry	Multnomah County
Jason Gibben	WSDOT
Bob Hart	Southwest Washington Regional Transportation Council

STAFF and GUESTS: Tom Kloster, Lake McTighe, Caleb Winter, Jodi Kotrlick, Caleb Winter, Tyler Frisbee, Ted Leybold

1. CALL TO ORDER AND DECLARATION OF A QUORUM

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

2. COMMENTS FROM THE CHAIR AND COMMITTEE MEMBERS

RTP Update – Chair Williams notes that there is status report provided in the packet which outlines updates on the committees and progress towards milestones.

RFFA Update Mr. Dan Kaempff provided a reminder of flexible funds process and timeline:

- The schedule is very firm. It's an aggressive timeline, but must be so in order to meet deadlines in January.
- There will be two work groups formed to conduct the evaluations. One workgroup will be comprised of Metro and ODOT project staff to ensure completeness and readiness and that work can be obligated during the 2019-2021 time frame. The second workgroup will be comprised of regional agency staff that are not applying for project funding, along with two TPAC citizen representatives. This group will conduct a technical evaluation of the projects against the selection criteria.
- The coordinating committee may provide comments and priorities to JPACT if they so choose. Comments may be helpful when the balancing the projects' goals with the regional flexible fund policy objectives that may not be readily apparent during the application process.
- All projects will be put forward for public comment. JPACT will select a 100% list from all information received, including technical evaluation information and public feedback.
- More staff work is ongoing to complete the Step 1 process and how investments will be selected.
- Committee members noted that some follow up with the applicants would be helpful prior to public comment and broad distribution, and also remarked on the importance of ensuring that technical committee members are familiar with entire region.

Smart Cities Application. Ms. Judith Gray noted that the City of Portland was not selected as the winner of the Smart Cities grant. Columbus, Ohio was selected. The work that was invested in creating the application will provide future opportunities.

3. CITIZEN COMMUNICATIONS ON AGENDA ITEMS.

There were none.

4. CONSIDERATION OF THE TPAC MINUTES FOR MAY 27, 2016.

MOTION: Ms. Nancy Kraushaar moved and Ms. Charity Fain seconded the motion to approve the TPAC minutes for May 27, 2016.

ACTION: The motion passed, with Mr. Hesse and Mr. Gibben abstaining from the vote.

5. SW CORRIDOR ENVIRONMENTAL REVIEW PACKAGE

Mr. Matt Bihn and Ms. Noelle Dobson (Metro) provided an update on the SW Corridor project and Ms. Noelle Dobson provided an overview of the public engagement process and the resolution being considered. Mr. Bihn reminded the committee that in April, TPAC was updated on the steering committee's mode recommendations (light rail was preferred over bus rapid transit (BRT), the tunnels would be removed from consideration for PCC Sylvania, and alternative connections to campus would be studied). More recently, the steering committee approved staff recommendations for technical modifications of alignments in Tigard, adopted an updated Purpose & Need statement, and endorsed the Preferred Range of Alternatives for environmental review.

The recently completed Proposed Range of Alternatives document defines the set of capital projects proposed for study under NEPA, including light rail alignments and terminus, associated roadway, bike, and pedestrian projects that provide connections to stations, are adjacent to the alignment, and provide critical access to PCC-Sylvania and Marquam Hill. The schedule now through the end of 2017

is the environmental review phase, including the work on the Draft Environmental Impact Statement, advance project design, FTA Project Development, and corridor-wide planning strategy development for land use and development, housing, and financing. The steering committee will adopt the final Purpose & Need statement in Fall 2016.

Ms. Dobson discussed the public engagement process and focused the committee's attention on the summary provided in the packet and the major themes that developed from discussions with the public during the project. She noted that the Draft Environmental Impact Statement, and project design, and FTA project development were the concurrent activities that would be occurring in the coming months.

MOTION: Ms. Chris Deffebach moved and Ms. Judith Gray seconded the motion to endorse the Proposed Range of SW Corridor HCT Alternatives for Environmental Review, and the Updated Project Purpose & Need Statement.

ACTION: With all in favor, the motion passed.

6. 2018 RTP: REVENUE FORECAST APPROACH

Mr. Ken Lobeck and Mr. Ted Leybold provided an update on the development of the finance plan component of the RTP with a focus on the constrained revenue forecast. Mr. Lobeck noted that the revenue forecast is updated every four years, based on the "reasonable availability of funds." The Metropolitan Transportation Plan must demonstrate that there is a balance between the expected revenue sources for transportation investments and the estimated costs of the projects and programs described in the plan. A Metropolitan Transportation Plan must be fiscally (or financially) constrained to satisfy the regulatory requirements (23 CFR §450.322), Development and Content of the Metropolitan Transportation Plan.

The 2018 RTP Finance Plan will consist of four core elements: (1) An economic outlook that helps provide the justification for the revenue forecast, (2) a Financially Constrained Revenue Forecast, (3) an Unconstrained Strategic component, and (4) methodologies and glossary.

Committee members appreciated the update and expressed that political leadership will be important as the project moves forward and the discussion must be well framed so that leaders are inspired and that those individuals understand the timeline and the cost of not investing. Other comments included questions regarding the gas tax, how additional future capacity may be accommodated, how Climate Smart goals and other policy commitments might be met and how that might resonate with the recent cost of congestion study.

7. MAP 21 RULEMAKING DRAFT COMMENTS

Ms. Kim Ellis and Ms. Tyler Frisbee (Metro) discussed the memo provided in the packet and gave an overview of the MAP 21 rulemaking updates. The committee was requested to provide TPAC input on the draft comment letter on the draft System Performance Rule.

Members appreciated the update and agreed to stay connected as comments are developed. Metro staff will prepare a draft cover letter from JPACT that would introduce technical comments that will be provided in a separate letter. Individual agencies are encouraged to submit letters of comment as well.

Staff will return with a revised letter based on committee's comments at the July TPAC meeting.

8. CMAQ FUNDING

Mr. Leybold and Ms. Grace Cho discussed the memo provided in the packet regarding potential revisions to the allocation of CMAQ funds. Recently, the Portland region metropolitan planning organization (MPO) learned that the Oregon Department of Transportation (ODOT) will reconsider the

statewide distribution of Congestion Mitigation and Air Quality (CMAQ) funds. The discussion has been prompted by the addition of Salem and Eugene as areas where projects are eligible for CMAQ funds. At the June JPACT meeting, JPACT members were briefed on the issue, and JPACT requested that Metro staff submit a comment letter to ODOT requesting adequate opportunities for the affected stakeholders to provide input to the different distribution formula options. Metro staff will continue to gather input on technical factors that should be considered and will provide regular updates to JPACT, TPAC, and other interested parties, and facilitate communication between ODOT and JPACT about the CMAQ funding distribution process. This will include talking points for elected officials and policy makers that effectively communicate key policy themes.

9. ADJOURN

Chair Williams noted that the next TPAC meeting would be convened on July 29, 2016. The meeting was adjourned at 12:00 p.m.

Respectfully submitted,

:

Lisa Hunrichs, Planning and Development

ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF MAY 27, 2016

ITEM	TYPE	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT NO.
1	Agenda	6/24/16	5/27/16 TPAC Agenda	062416T-01
2	Work Program	6/17/16	2016 TPAC Work Program	062416T-02
3	Work Program	6/17/16	2016 JPACT Work Program	062416T-03
4	Meeting Summary	05/27/16	4/29/16 TPAC meeting summary	062416T-04
5	Status Report	6/17/16	2018 RTP Update - Status Report for May-June 2016	062416T-05
6	Report	June 2016	SW Corridor – October 2014-May 2016 Public Engagement Summary	062416T-06
7	Report	6/16/16	SW Corridor – Proposed Range of Alternatives for Environmental Review	062416T-07
8	Memo	6/16/16	To: TPAC and Interested parties From: Ken Lobeck Re: 2018 Regional Transportation Plan Finance Plan Revenue Forecast Approach and Update	062416T-08
9	Memo	6/16/16	To: TPAC and Interested parties From: Tyler Frisbee, Tom Kloster, Kim Ellis Re: MAP-21 FHWA National Performance Measures Rulemaking	062416T-09
10	Memo	6/16/16	To: TPAC and Interested parties From: Tom Kloster, Kim Ellis Re: MAP-21 and FAST Act Rulemaking – Update and Comments on Draft System Performance Rule	062416T-10
11	Memo	6/17/16	To: TPAC and Interested parties From: Grace Cho, Ted Leybold Re: Statewide Congestion Mitigation and Air Quality (CMAQ) Funding Allocation – Technical Considerations	062416T-11
12	e-Mail	6/23/16	To: John Williams, Ted Leybold, Daniel Kaempff From: Katherine Kelly Re: RFFA questions	062416T-12
13	Resolution	n/a	DRAFT Resolution 16-4713	062416T-13
14	Presentation	6/24/16	SW Corridor Plan Update	062416T-14

ITEM	TYPE	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT NO.
15	Presentation	6/24/16	2018 RTP Revenue Forecast Approach Update	062416T-15
16	Presentation	6/24/16	Top Things to Know about the MAP-21 Rulemaking	062416T-16

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Metro | *Memo*

DATE: July 22, 2016

TO: TPAC, MTAC and Interested Parties

FROM: Kim Ellis, RTP Project Manager

SUBJECT: 2018 Regional Transportation Plan Update – Technical Work Group Meetings

****

PURPOSE

Provide electronic copies of meeting notes from technical work group meetings. No action requested.

BACKGROUND

At the January meeting, members of the Transportation Policy Alternatives Committee (TPAC) requested meeting notes from work group meetings be provided to TPAC and the Metro Technical Advisory Committee (MTAC) to help TPAC and MTAC members stay informed of the work group discussions and progress.

The current schedule of work group meetings and copies of meeting notes completed since May 20 are attached.

FOR MORE INFORMATION

All work group meeting materials and other project related information are posted online at: www.oregonmetro.gov/rtp.

Attachments

- Schedule of technical work group meetings *(July 19, 2016)*
- Regional Transit Technical Work Group Meeting #3 *(June 9, 2016)*
- Regional Transit Technical Work Group Special Work Session *(July 11, 2016)*
- Finance Work Group Meeting #3 *(June 14, 2016)*
- Transportation Equity Technical Work Group Meeting #4 *(June 30, 2016)*
- Performance Technical Work Group Meeting #3 *(June 27, 2016)*

2018 RTP UPDATE | Technical Work Group Meetings

2016	Equity	Finance	Transit	Freight	Performance	Safety	Design
January	**Jan. 8** 9-11 a.m. Room 401, MRC		**Jan. 7** 10 a.m.-noon Room 401, MRC	**Jan. 20** 8-9:30 a.m. Room 370, MRC			
February	**Feb. 18** 1–3 p.m. Room 401, MRC	**Feb. 29** 2:30-4:30 p.m., Room 501, MRC	**Feb. 24** 1 - 3 p.m., Room 401, MRC		**Feb. 22** 2-4 p.m. Room 501, MRC		
March							
April					**April 25** 2-4 p.m. Room 501, MRC		
May	**May 12** 1-3 p.m. Room 401, MRC	**May 12** 9-11 a.m., Council Chamber, MRC		**May 23** 10 a.m.-noon, Council chamber		**May 20** 9 a.m.-noon Room 270, MRC	
June	**June 30** 1-3 p.m., Council chamber, MRC	**June 14** 9-11 a.m., Room 401, MRC	**June 9** 1-3 p.m., Room 370A/B, MRC		**June 27** 2-4 p.m. Room 401, MRC		
July			**July 19** 9-11 a.m., Room 370A/B, MRC			**July 26** 8:30-10:30 a.m., Room 401, MRC	
August		**Aug. 4** 9-11 a.m., Room 501, MRC	**Aug. 10** 1-3 p.m., Room 370A/B, MRC				
September	**Sept. 15** 1-3 p.m. Room 401, MRC		**Sept. 13** 2-4 p.m., Room 370A/B, MRC	**Sept. 27** 8-10 a.m., Council chamber, MRC	**Sept. 12** 2-4 p.m. Room 401, MRC		
October			**Oct. 5** 1-3 p.m., Room 370A/B, MRC		**Oct. 14** 10 a.m.-noon Room 401, MRC	**Oct. 20** 9-11 a.m. Room 501, MRC	
November	**Nov. 17** 1-3 p.m. Room 401, MRC		**Nov. 2** 1-3 p.m., Room 370A/B, MRC				**Nov. 15** 9 a.m.-noon Room 401, MRC
December			**Dec. 7** 1-3 p.m., Room 370A/B, MRC				

Meetings of the Policy Actions Work Group begin in 2017. Meeting materials will be posted at oregonmetro.gov/rtp and oregonmetro.gov/calendar

Updated 7/19/16

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Metro | *Meeting Summary*

Regional Transit Work Group Meeting #3
Thursday, June 9, 2016
1:00 to 3:00 p.m.
Metro Regional Center, Room 370

Committee Members Present

April Bertelsen	City of Portland
Dan Bower	Portland Streetcar Inc
Karen Buehrig	Clackamas County
Brad Choi	City of Hillsboro
Teresa Christopherson	Clackamas County
Mike Coleman	Port of Portland
Karyn Criswell	Oregon Department of Transportation
Radcliffe Dacanay	City of Portland
Steve Dickey	Salem-Keizer Transit
Denny Egner	City of Milwaukie
Roger Hanson	C-TRAN
Eric Hesse	TriMet
Job Holan	City of Forest Grove
Katherine Kelly	City of Gresham
Nancy Kraushaar	City of Wilsonville
Stephan Lashbrook	City of Wilsonville/SMART
Mauricio LeClerc	City of Portland
Steve Nakana	Port of Portland
Luke Norman	Clackamas County Community College
Alex Page	Ride Connection
Luke Pelz	City of Beaverton
Cynthia Thompson	BCB Consulting
Dyami Valentine	Washington County
Dayna Webb	City of Oregon City
Julie Wehling	Canby Area Transit

Metro Staff Present

Grace Cho
Kim Ellis
Lake McTighe
John Mermin
Chris Meyers
Jamie Snook

I. INTRODUCTIONS

Members of the work group introduced themselves, described who they were talking to about the transit Strategy and answered the ice breaker question.

II. REGIONAL TRANSPORTATION PLAN (RTP) UPDATE

Kim Ellis provided a briefing on the April 22 Regional Leadership Forum. She urged the work group to review the complete report from the forum, which provides detailed take-aways. She noted that there was worry among leadership that we are making the wrong investments, that uncertainty was a prevailing sentiment at the forum, and that elected, community and business leaders will need support moving big ideas forward. One work group member noted that the discussions at the forum were not as outcome driven as they could have been. Kim noted that the work group needs to connect back to leadership.

There will be two more forums this year, September 23rd and December 2nd, that will focus on funding and the regional vision to define the updated RTP project list. At the October 2017 forum, there will be a report back on the technical evaluation of the updated project list. A final forum in June 2018 will be to reach final agreement on the project list and plan.

III. RTP PERFORMANCE MEASURES

Jamie Snook provided an overview of the 2014 RTP targets, performance and system measures, highlighting those directly related to transit. She asked the work group to consider whether transit productivity and access to daily needs the right measures to focus on in the RTP. There can be more measures considered in the overall Regional Transit Strategy. Work group questions and comments:

- It's important to understand what is meant by affordability and what is really being measured.
- The number of households and jobs drives the productivity of transit and should be part of the measures.
- Just capturing the system wide does not adequately capture all elements of the system. Single region wide numbers do not tell you enough. Good for seeing trends.
- Missing measure: what are the barriers to increasing transit use (marketing, technology, popularity of transit, competing with Uber, etc).
- Need to understand the impact of car sharing and other services that compete with transit.
- Need accessibility measure.
- Transit mode share is an important measure.
- Need to simplify and reduce measures in RTP and focus on measures the provide information on big regional outcomes. The Regional Transit Strategy can include additional measures.
- Reliability should be a measure.
- We should measure access to different destinations (where the people, where do they want to go) and what are the barriers.
- Look at the TriMet Equity Index for essential destinations.

Grace Cho provided a brief overview of the equity work group's draft performance measures, which include several measures related to transit. The work group is interested in measuring the equity impacts of transit costs (to the rider), access to transit and provided by, and transit reliability.

- The C-TRAN member asked if anyone from Clark County was on the equity work group. Grace responded no, but they are welcome to attend and can easily be added to the group.
- The transit work group expressed interest in better understanding of the safety exposure measure.
- Would be helpful to measure transit access compared to transit travel time and auto travel time.
- To measure accessibility, look at what destinations are accessible within a certain time.

IV. REGIONAL TRANSIT VISION

There was not time for a full discussion of this agenda item. Jamie reminded the work group of the draft vision is to make transit more frequent, convenient, accessible and affordable.

V. PARTNER UPDATES

There was not time to provide additional partner updates by TriMet, Portland Streetcar and SMART.

VI. NEXT STEPS

Jamie reviewed the next steps quickly, then adjourned the meeting.

VI. ADJOURN

The meeting at was adjourned at 3:05 p.m.

Attachments to the Record:

Item	Topic	Document Date	Description
1	Agenda	6/9/16	June 9, 2016 Meeting Agenda
2	Meeting summary	2/24/16	February Regional Transit Work Group meeting Summary
3	RTP Update	5/20/16	RTP Regional Leadership Forum #1 Summary
4	RTP Web link	5/25/16	RTP Regional Leadership Forum #1 Report
5	RTP Performance Measures	4/15/16	RTP Performance Measure Scoping Report

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Metro | *Meeting Summary*

Regional Transit Work Group Meeting #3
Monday, July 11, 2016
2:30 to 4:30 p.m.
Metro Regional Center, Room 370

Committee Members Present

Dan Bower	Portland Streetcar Inc
Brad Choi	City of Hillsboro
Chris Deffebach	Washington County
Eric Hesse	TriMet
Andi Howell	City of Sandy
Nancy Kraushaar	City of Wilsonville
Stephan Lashbrook	City of Wilsonville/SMART
Mauricio LeClerc	City of Portland
Alex Page	Ride Connection
Dayna Webb	City of Oregon City
Steve White	Oregon Public Health Institute
Julie Wehling	Canby Area Transit

Metro Staff Present

Clint Chiavarini
Grace Cho
John Mermin
Chris Meyers
Thaya Patton
Jamie Snook

I. INTRODUCTIONS

Members of the work group introduced themselves and answered the ice breaker question.

II. REGIONAL TRANSIT STRATEGY VISION

Ms. Snook reminded the group of the overview of the transit strategy vision statement: to make transit more frequent, convenient, accessible and affordable.

III. RTP PERFORMANCE MEASURES

Ms. Snook provided a quick overview of what performance measures are currently in the 2014 RTP and additional measures recommended through the Climate Smart Strategy.

IV. HCT PLAN EVALUATION CRITERIA/MEASURES

Ms. Snook provided a quick overview of the evaluation criteria or performance measures that were used in the development of the 2009 HCT System Plan.

V. DISCUSSION

Ms. Snook concluded the overview and opened up the meeting for discussion. What measures will best tell the story?

Performance measure vs screening criteria:

- The performance measures are to measure the entire system and not screen out projects. Criteria for prioritizing projects will be identified through the Transit System Expansion Policy phase. We have hired a consultant, through an ODOT TGM grant, to support this effort and we will be discussing at a future date.

Telling the story:

- The numbers by themselves don't mean as much, we need to be able to tell a compelling story. Some of the measures don't tell a story by themselves. We should create a simple story that is more for general consumption.
- The fewer performance measures the better. Some of the others are more storied.
- A lot work went into the Climate Smart Strategy and we shouldn't come up with new measures just for the sake of new measures. We have most of this information already.
- It was suggested to split the measures into different buckets: network access, operations and customer service.
- We should be able to pull out pieces of the performance measures, see what they tell us and collapse to remove redundancy.
- There is a desire to see how do these measures align with the goals of the RTP and how the proposed investments help achieve these goals.
- There was discussion regarding coordination between the equity and transit work groups.

Metro Model:

- Metro's model is now 24 hours, which may make some of the analysis easier.
- Some things can't be modeled. The first/last mile is particularly important. There may things we want to do on a policy level that we can't model very well.

Specific measures:

- We should have a region wide mode share measure as well as one that includes the 2040 mixed use areas.
- Time based access and daily needs, who has access, how long take to get there… those are important measures to include.
- Mode share important to highlight a balanced system.
- There was a question about what is frequent service: currently frequent service is 15 minutes or better. What is expected in 2040? Smaller providers will never get to frequent service by 2040. So for us it's more about getting people out of their cars and making the connections they need.
- These measures are silent on the demand response portion of our transit system.
- Additionally, the ¼ mile capture area as part of the measures skews towards the urbanized areas. In rural and suburban areas, there may not even be a major road within ¼ mile.
- There is a desire to look at greenhouse gas emissions for transit, for example: electric buses versus diesel powered and how the change in fleet impacts air quality.
- We will develop transit scenarios in which we can compare current and future.
- Basic accessibility needs to be addressed in the performance measure.
- We should include accessibility and park and rides in how we measure the performance.
- There should be a land use measure: As a region, we should make sure we are building housing, TOD, senior housing on transit lines and the land uses and transit support each other.
- Tie the performance measures to the vision statement and the three categories: access, operations and customer service.
- Revenue service hours and productivity are already being tracked.
- There was concern that the economic development is not a part of the measures. There is interest in identifying where that measure best fits, the RTS or eventually through corridor planning and project development.
- There was discussion about modeling versus monitoring, for example, reliability is something that can be monitored easier than it can be modeled.

Ms. Snook committed to bringing a summary of this discussion and draft direction on the performance measures to consider to the Transit Work Group on July 19th.

VI. NEXT STEPS

Ms. Snook reviewed the next steps with the group:

- Recommend performance measures to consider regarding transit
- Discuss the Regional Transit Vision
- Prepare for the Regional Leadership #2

VI. ADJOURN

The meeting at was adjourned at 4:25 p.m.

Attachments to the Record:

Item	Topic	Document Date	Description
1	Agenda	6/9/16	June 9, 2016 Meeting Agenda
2	Meeting summary	2/24/16	February Regional Transit Work Group meeting Summary

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Metro | *Meeting Summary*

2018 RTP Finance Work Group - Meeting #3
June 14, 2016
9 - 11 AM
Metro Regional Center, 401

Work Group Members Present

Name	**Affiliation**
Tina Bailey	City of Hillsboro
Rich Blackbum	City of Forest Grove
Chris Deffebach	Washington County
Eric Hesse	TriMet
Ken Lee	City of Portland
Mark Lear	City of Portland
Ted Leybold	Metro
Ken Lobeck	Metro
John Lewis	City of Oregon City
John Lewis	City of Oregon City
Jaimie Lorenzini	City of Happy Valley
Steve Kelley	Washington County
Nancy Kraushaar	City of Wilsonville
Lake McTighe	Metro
Jamie Snook	Metro
Joanna Valencia	Multnomah County

Metro Staff Present: Ted Leybold, Ken Lobeck, Jamie Snook, Lake McTighe and Kim Ellis.

I. WELCOME

Ted Leybold welcomed members to the third meeting of the RTP Finance Work Group.

II. PARTNER UPDATES

- Jamie Lorenzini, City of Happy Valley, identified that the city of Happy Valley is examining a transportation maintenance fee based on several factors. She indicated the discussion currently is very preliminary and is really more in the feasibility stage.
- Jamie also identified that Clackamas County Commission may seek an eight cent gas tax in the fall, but the item has not been referred. Again, the discussion is more in

the feasibility stage. The advisory vote on the May ballot received 65% support. It was included on a Transportation summit recently that provided an opportunity for cities to describe their preferences including a VRF or gas tax. The County has identified the revenue stream in support of maintenance needs. Discussions among the cities for the possible measure will continue.

- Richard Blackmum, city of Forest Grove identified that the city Council will also be looking at road maintenance fee. People now recognize the impact of not having sufficient funding to maintain the system. Discussions are beginning.
- Ken Lee, city of Portland provided an update to their recently passed city gas tax. The city of Portland is working through the administration requirements of the new gas tax and demonstrating value to community. The business and truck fee details are still being worked out.

III. UPDATE ON IDENTIFICATION OF EXISTING LOCAL REVENUES

Ken Lobeck provided an update on the local revenue templates in development:

- Work continues but development of the templates has been delayed due to ongoing MTIP/STIP project delivery issues that are taking priority over the RTP revenue templates.
- Washington County's templates are nearly complete. Ken will continue working with Multnomah and Clackamas counties into July.
- The goal is to finish all revenue templates by the end of July.
- The TSPs and budget summaries are being used as the source for the local revenues, but many of the TSPs have revenue assumption shortcomings. As a result, Ken encouraged staff to review the template revenues closely for logic and accuracy.

IV. RTP OPERATIONS AND MAINTENANCE REVENUES AND COSTS

Ken Lobeck and Ted Leybold provided an update to the Operations and Maintenance (O&M) exercise also underway:

- Based feedback from the May RTP Finance Group meeting, Metro developed a summary worksheet to capture O&M costs to balance against the O&M revenues being identified on the local revenue templates.
- Ken reviewed the O&M cost worksheet with group members.
- The primary goal is to capture at a summary high level if the identified annual O&M revenues are sufficient to meet the transportation maintenance requirements, or if a maintenance gap exists.
- The second goal is to identify again only at a high summary level how agencies address the maintenance gap, and/or utilize deferred maintenance practices.
- Ted Leybold clarified that this intended to get at a view of the entire regional transportation network because it impacts the ability to invest in local and regional system capital needs. This information will help explain the depth of the

deferred maintenance issue, and help policy makers better understand the associated opportunity costs when considering new funding commitments to capital or maintenance needs.

- Discussion then focused on specific O&M cost areas to ensure members understand how to complete the worksheet. Topic areas included:
    - The impact of Washington County's projected maintenance gap being on the collectors and arterials.
    - How to have a complete O&M cost picture at a high level for Fall Regional Leadership Forums when agencies may be defining their maintenance programs differently.
    - How the County Coordinating Committees can help collect the O&M costs data.
    - Defining if storm water maintenance should be included as a transportation O&M category.
    - Discussing if street light replacement to LEDs and other maintenance areas are maintenance or capital areas, and how to define the line between the two.
    - Discussing ADA guidelines, plus how this adds another serious wrinkle to the maintenance costs issue, and how ADA areas should be treated.
    - Considering for the Fall Regional Leadership Forums how to share agency maintenance program information.
    - Addressing a request to provide additional guidance on how deferred maintenance is defined, plus what is defined as an adequate level of maintenance. The definitions may vary across jurisdictions. Ted clarified that Metro is looking for a brief summary description of how each jurisdiction defines their deferred maintenance program. Providing extensive details are not required.
    - Washington County group members mentioned that they are updating their ADA plan now. One key finding emerging is the cost of the upgrades for ADA compliance. Others agreed that this should be highlighted as a significant need. Discussion continued as to whether ADA compliance projects are maintenance or capital improvements. Clarification is needed here.
    - Bridge replacements are another big cost and O&M topic area discussed. Ted Leybold confirmed that that ongoing annual maintenance to bridges fit into the O&M logic. However, bridge replacements even if not providing capacity improvements are considered capital improvements rather than O&M.
- Due to the mixed opinions expressed as to what defines O&M costs, the group requested Metro research several areas and provide additional clarification on the final worksheet that will be released.

V. UPDATE ON REGIONAL LEADERSHIP FORUMS AND NEXT STEPS:

- Kim Ellis provided an overview of the key takeaways of the first Regional Leadership Forum and the proposed schedule for the Fall Leadership Workshops.
- There were six primary takeaways Kim passed on to the group that included:
    - Our region is growing and changing and so is the world around us.
    - The region's transportation system is a shared experience and a shared responsibility.
    - We need to define a bold vision for the future of transportation and the role it should play in our communities.
    - Our transportation system must be inclusive and benefit all families, communities, and economy.
    - Technology and data will be transformational and are key to a bold vision.
    - We need partnerships and leadership to create a great future.

VI. NEXT STEPS:

- Several members expressed concerns about the use of the revenue data at the Fall Leadership Forums. Ken reassured group members they would receive the draft revenue forecast for review prior to the Fall Leadership Workshops. He also cautioned that the initial revenue forecast will be extremely "soft" as many of the identified revenues will require follow-on review and possible adjustments. Once drafted, the financially constrained revenue forecast will be a living document undergoing constant minor updating until formal approval occurs.
- The next meeting will be Aug. 4. A meeting appointment will be sent out to group members.
- With no further business to discuss, the meeting was adjourned at approximately 3:40 pm.

Approved as written,

Ken Lobeck
Funding Programs Lead, Metro

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Metro | *Meeting Summary*

2018 RTP Transportation Equity Work Group – Meeting #4
Thursday, June 30, 2016
1:00 – 3:00 p.m.
Metro Regional Center, Council Chambers

Committee Members	**Affiliation**	**Attendance**
Jessica Berry	Multnomah County	Present
Stephanie Caldera	Oregon Department of Environmental Quality	Present
Brad Choi	City of Hillsboro	Present
Courtney Duke	City of Portland – Transportation	Present
Aaron Golub	Portland State University	Present
Scotty Ellis	Metro	Present
Eric Hesse	TriMet	Present
Cora Potter	Ride Connection	Present
Steve Williams	Clackamas County	Present
Kari Schlosshauer	Oregon Walks/National Safe Routes to School Partnership	Present
Karen Savage	Washington County	Present
Steven Nakana	Port of Portland	Present
Kay Durtschi	Citizen Member of MTAC	Present
Terra Lingley	ODOT	Present
Nicole Phillips	Bus Riders Unite	Present
Interested Parties		
Katie Selin	Portland State University	Present
Bradley Buselli	Portland State University	Present
Metro Staff		
Grace Cho	Metro	Present
Lake McTighe	Metro	Present
Cliff Higgins	Metro	Present
Jamie Snook	Metro	Present
John Mermin	Metro	Present
Peggy Morell	Metro	Present
Cindy Pederson	Metro	Present

I. WELCOME AND STAFF UPDATES

Cliff Higgins welcomed meeting attendees and walked through the agenda for the work group meeting. He also gave a brief staff update on the progress of the spring engagement activities and stated a summary report on the spring engagement will be available by the September work group meeting.

II. INTRODUCTIONS AND PARTNER UPDATES

In efforts to provide enough time for discussion on the third item in the agenda, Mr. Higgins asked any new work group members to introduce themselves. Mr. Steven Nakana, from the Port of Portland, introduced himself and provided a brief background on his work as the equity officer at the Port. Following introductions of new members, Mr. Higgins asked if any members had any updates or communication to the work group.

III. 2018 RTP DRAFT TRANSPORTATION EQUITY SYSTEM EVALUATION MEASURES RESEARCH AND STAFF RECOMMENDATIONS

Ms. Cho reminded members at the May work group meeting, the work group gave the "green light" for staff to move into a research phase to identify how the priority areas identified by historically underrepresented communities could be measured in a system-wide transportation evaluation. She then explained the focus of this June work group meeting is to discuss the results of the research phase and the staff recommendations for the 2018 RTP transportation equity system evaluation measures. Prior to beginning the presentation on the research results, she reminded the work group that the charge is to define system evaluation measures around the priority topics identified by historically underrepresented communities. She then showed a list of the priority topics which were discussed in May.

Following, Ms. Cho walked through the research process undertaken by PSU. She discussed the research work was to identify system evaluation measures which could assess the priorities identified by historically underserved communities. The PSU research efforts looked into three different areas to identify measures: 1) equity assessments undertaken by other regional agencies; 2) work published by think tank and advocacy organizations; and 3) academic literature. The PSU work identified over 120 system evaluation and monitoring measures that address the different priority topic areas identified by historically underrepresented communities. The PSU team screened 120 system evaluation and monitoring measures for those which could be used in a system evaluation of future transportation conditions, which narrowed the number of measures. Upon further review, the PSU team determined many were minor variations of approximately 20 system evaluation measures. These 20 system evaluation measures were recommended to forward to Metro staff for further consideration.

Once the PSU team had brought forward a set of recommendations to Metro staff, Ms. Cho then explained a screening process was used to determine which measures would be recommended to the work group. Metro staff used four screening questions:

1) Is the measure able to assess future conditions and can the measure provide information from an equity perspective in the future conditions?
2) Can the measure inform the 2018 RTP performance targets or system evaluation?

3) Does the measure align and inform other 2018 RTP focus areas?
4) Can the system measure be completed in the timeframe of the 2018 RTP?

Based on the screening questions applied by Metro staff, Ms. Cho said 11 evaluation measures were being recommended for the transportation equity analysis. Ms. Cho noted seven of the 11 measures are confirmed recommendations, while four recommendations remain pending at this time because they warrant further discussion with public health partners and potential partnership to conduct the analysis for the measure.

Ms. Cho also discussed several key assumptions for the overall system evaluation which are necessary in order to conduct the transportation equity analysis with the 11 recommended measures. She mentioned these are the key assumptions Metro staff has identified to date, but others may emerge staff continues to develop and apply the system evaluation measures.

At this point, Mr. Higgins paused the presentation to allow work group members to ask any questions regarding the information presented.

Mr. Hesse asked how the transportation equity analysis will consider the transportation needs of people with disabilities. Ms. Cho responded with Metro staff's struggle to with data related to people with disabilities. She said the intention is to incorporate different recommendations and considerations from TriMet's Coordinated Transportation Plan for Seniors and Persons with Disabilities into the work group recommendations.

Mr. Williams asked as to why the transportation equity analysis is considering the race and ethnicity rather than emphasizing income as the main driver for the work. He suggested the transportation needs are likely the same between people of different race and ethnicity, but of a similar income group. He also asked for data to support difference in travel patterns by race and ethnicity. He asked whether the Oregon Household Activity Survey (OHAS) indicates different travel patterns by race and ethnicity. Ms. Phillips responded to Mr. Williams question about why an income-only focused approach misses a number of the different institutional barriers which are driven by race and ethnicity. Additionally, Mr. Golub cited different research which illustrates differences in travel patterns based on race and ethnicity.

A work group member suggested the system evaluation measures take into account a person's preference for travel rather than how the person has to travel because of a lack of options. She noted that the lack of viable options can force the use of a specific travel option and while investment in that option may improve travel, it is not addressing or supporting the preferred travel option.

Ms. Phillips made a comment about one of the key assumptions for the overall system evaluation. She expressed concerns that community change is happening at a rapid pace and that even making certain static assumptions about communities for the next ten-years maybe a false assumption.

Ms. Caldera commented on her support for proposed measure #9 which is taking a more expansive look at environmental impacts.

Ms. Berry asked Metro staff to elaborate more about the underlying land use, population, and employment forecast for the system evaluation. She asked more specifically how staff gathers the data to understand where low-income populations shift or move to in the future. Ms. Cho explained as part of Metro's work related to the urban growth management decision process, Metro uses a modeling tool which takes in land use and zoning information from local jurisdictions and projects out information certain population, demographic, and employment information in a spatial context.

Another work group member commented that some of the measures seemed circular.

Mr. Williams suggested the measures which have an air quality component should focus on those air pollutants which are transportation-related and harmful to communities.

Mr. Ellis also asked for the specific reasons as to why the nine measures were not recommended to move forward. Ms. Cho responded that many of these measures might have been duplicative or were interesting system measures, but they did not make it through the screening process applied by staff. Mr. Ellis asked that staff provide a document which illustrates the justification for the nine measures which were removed from consideration. Ms. Schlosshauer concurred with Mr. Ellis' suggestion.

IV. BREAK

Mr. Higgins excused everyone for a short stretch break.

V. 2018 RTP DRAFT TRANSPORTATION EQUITY SYSTEM EVALUATION MEASURES RESEARCH AND STAFF RECOMMENDATIONS

Following the break, Ms. Cho continued with the presentation. She mentioned in addition to the key assumptions for the overall system evaluation, there are a number of areas in need of further resolution for each of the individual system evaluation measures. She noted some staff has identified to date.

Ms. Cho also discussed how the work to define the transportation equity system evaluation measures is intended to help shape and support discussions for the 2018 RTP performance measures and targets. She outlined the request by the performance measures work group to gather feedback on certain key performance targets and system evaluation measures. Ms. Cho mentioned several of the transportation equity system evaluation measures overlap with the performance measures work group request. She also said she would being a proposal forward at the September work group meeting on refinements and suggestions for the performance measures.

At the end of the presentation, Ms. Cho paused to take any questions.

A work group member suggested including walking was not identified as part of the accessibility measures which are looking at destinations reachable by different modes by different timeframes.

Ms. Potter mentioned the accessibility measures should not solely focus on physical accessibility, but also temporal accessibility. She noted that while a transportation option may be available to someone during regular work hours, access may not be available at other times limiting options.

Ms. Schlosshauer suggested adding medical care facilities into the list of essential destinations for the accessibility measure. Another work group member suggested adding cultural venues and cultural destinations to the essential destinations list.

Ms. Potter commented that the job profile selected for the access to jobs measure should consider those jobs with wages that a single wage earner could support an average household.

Mr. Hesse commented that TriMet's Transit Equity Advisory Committee has been working on defining different essential destinations to access by transit. He offered to help bring that information if interested by Metro.

Ms. Durtschi commented that travel to, from, and between, non-residential areas are incredibly important and suggested this consideration be integrated into the accessibility measures.

Mr. Williams stated that in today's society it is not possible to define what a family wage job.

Another work group member commented that access will differ by community because there will be different barriers different communities face. These different barriers and considerations of access should be incorporated as to how Metro conducts the accessibility analysis for the system evaluation.

Mr. Hesse suggested that the transit access disadvantage measure be coupled with other metrics, such as demand and productivity, to help provide a full picture.

Mr. Choi commented he appreciated that the accessibility measures to jobs and essential destinations will be considering automobile travel. He noted that for people who have shift jobs, the temporal considerations of traffic congestion during peak travel times may not be as significant.

Mr. Ellis suggested reframing the recommended public health measures as all the system evaluation measures proposed are considered a part of public health.

Another work group member asked how the consideration of street design and safety would be considered as part of the transportation equity analysis system evaluation. Ms. Cho mentioned that project specific details, such as the design will vary from project-to-project, and she reiterated the work group charge. However, Ms. Cho also mentioned there will be future

opportunity through the 2018 RTP process to provide input to staff on various policy recommendations which can help influence design considerations in projects. Ms. Cho alluded to the next item on the agenda in addressing the different opportunities.

Ms. Cho mentioned that at the end of the discussion, her ask of the work group is to give Metro staff a "green light" to continue to move forward with the recommended transportation equity system evaluation measures and work through a number of the areas in need of resolution. Metro staff will report back the information at the September work group meeting.

Additionally, Ms. Cho mentioned for work group members interested digging into the details of the different measures, she is holding an informal and optional work session at the end of July to work through several of the areas in need of resolution.

Recognizing the remaining time for the agenda item is running short, Mr. Higgins took a "thumbs up or thumbs down" vote to the ask put forward by Ms. Cho regarding moving the recommended transportation equity system evaluation measures forward. Work group members voted unanimously to move the work forward.

VI. PROPOSED PRODUCTS TO RESULT FROM THE TRANSPORTATION EQUITY ANALYSIS

Ms. Cho provided a brief overview of the proposed products to come from the transportation equity analysis work. Ms. Cho noted, to date, six products have been identified. Ms. Cho walked through the timeframe of when the proposed products are likely to be developed and noted the work for these proposed products will kick off in 2017 after the assessment of the 2018 RTP investment package.

At the end of the presentation, Ms. Cho asked the work group if they had questions or comments regarding the proposed products.

Ms. Selin commented that the proposed products do not speak to broader audience aside from technical and policy wonks. In recognizing the transportation equity work is intended to connect community desires for the transportation system to policies, the work products should somehow connect with a community audience as well.

VII. QUESTIONS AND ANSWERS/NEXT STEPS

Ms. Cho asked if there were any further questions regarding the materials presented at the work group meeting.

Ms. Schlosshauer asked how Metro staff is coordinating among the different work groups; particularly she asked how the transportation equity work group is working with the finance work group. Ms. Cho responded that the finance work group scope is fairly narrowly defined in determining the overall financial projection for the 2018 RTP. She explained the process for defining the financial projection usually entailing taking historical revenues the region has received in the past and trending those revenues at an inflation rate into the future. Mr. Hesse stepped in, as someone who has been sitting in as an alternate on the finance work group, by

saying the projection of past revenue streams has been the main focus of the finance work group, but as the discussion moves forward towards new revenue streams there is the opportunity to discuss equity considerations of those revenue streams. Ms. Cho said she'd follow up with the finance work group to get a better understanding of the work group's scope of work and report back at the following work group meeting.

Mr. Golub commented that the combined housing and transportation expenditure measure may help identify the equity issues in the financing system. He also expressed progressive revenue sources to fund the transportation system should be part of the discussions in the finance work group.

Ms. Cho walked through a preview of the material to be covered at the September work group meeting. She also confirmed the work group will be meeting in November. Lastly, Ms. Cho walked through the homework assignments for the work group. She asked between the June and September work group meeting, for members to complete the following "homework" assignments:

- Report back to your people what was discussed at the work group meeting and bring any feedback.
- Participate in the optional work session in late July.
- Lastly come prepared at the next work group meeting to make recommendations on the draft transportation equity evaluation measures for the 2018 RTP investment package.

VIII. ADJOURN

There being no further business, Ms. Cho and Mr. Higgins adjourned the meeting at 3:00 p.m.

Meeting summary prepared by: Grace Cho, Transportation Equity Project Manager

Meeting materials:

Item	Topic	Document Date	Description
1	Agenda	05/12/16	Meeting Agenda
2	Meeting Overview Memorandum	05/12/16	Overview of what is covered in the packet of materials and anticipated for the meeting.
3	Work Group Meeting 2 Summary	02/18/16	Summary of transportation equity work group meeting #2.
4	2018 RTP Status Report	04//16	Summary of 2018 RTP activities to date.
5	Updated Schedule	05/12/16	Updated schedule of Transportation Equity work group meetings.
6	Federal, State, and Regional Policy Overview Memorandum	04/06/16	Background information about federal, state, and regional policies which address transportation and social equity.
7	Memorandum Synthesizing Feedback, Findings, and Draft Measures	05/12/16	Overview of findings of community priorities and process for defining draft transportation equity measures.
8	Memorandum Outlining Potential Products	05/12/16	Overview of potential products to result from the Transportation Equity work.
9	Presentation	05/12/16	TE Work Group Presentation
10	Mtg. Evaluation	05/12/16	TE Meeting #3 Meeting Evaluation

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Metro | *Meeting Summary*

Performance Work Group Meeting #3
June 27, 2016, 2:00 to 4:00 PM
Metro Regional Center, Room 401

Committee Members Present:

Name	Affiliation
Steve Adams	Wilsonville
Jessica Berry	Multnomah County
Tom Bouillion	Port of Portland
Denny Egner	Milwaukie
Christina Fera-Thomas	Hillsboro
Abbot Flatt	Clackamas County
Eric Hesse	TriMet
Bill Holstrom	Oregon Dept. of Land Conservation & Development
Steve Kelley	Washington County
Katherine Kelly	Gresham
Karla Kingsley	Kittleson & Associates Inc.
Lidwien Rahman	Oregon Department of Transportation
Chris Rall	Transportation 4 America
Kelly Rodgers	Confluence Planning

Metro Staff Present

John Mermin
Kim Ellis
Cindy Pederson
Peter Bosa
Lake McTighe
Jamie Snook
Tim Collins
Caleb Winter

Others Present

John Charles, Cascade Policy Institute
Staff person, Oregon League of Conservation Voters

Welcome and introductions
Kim Ellis kicked off the meeting with a quick overview and meeting purpose – to 1) continue the review of 2014 RTP and Climate Smart model results and 2) begin discussion of refinement of measures.

Members of the work group introduced themselves and shared who they have been talking to about the performance work and what have they heard. Chris Rall, from Transportation 4 America, mentioned that *Planning for a Healthier Future* came out last week. Following the meeting, Chris provided a link to share with the work group. (http://t4america.org/2016/06/22/introducing-planning-for-a-healthier-future/)

Review agenda and brief update on the 2018 RTP
Ms. Ellis reviewed the agenda and provided and update on the Regional Leadership Forum #1. Ms. Ellis passed out an overview summary of the forum and mentioned that a more detailed report is online at www.oregonmetro.gov/rtp. The second Leadership Forum is scheduled for September 23 and will focus on the funding and partnerships needed to maintain and improve our transportation system.

Continued review of Climate Smart and 2014 RTP performance
John Mermin mentioned that Cindy Pederson shared measures of VMT per capita and truck delay per truck trip, region-wide mode share for bike, walk and transit at our last meeting. Mr. Mermin then reviewed the handout with ***non-single occupancy vehicle (SOV) mode share*** *table, which included:*

- The table (handout) describes the mode share for five scenarios: 2015 Base year, 2040 No build, 2040 Constrained, 2040 Strategic, and 2040 Climate Smart Strategy.
- The Portland Central City has the highest non-single occupancy vehicle mode share.
- The constrained, strategic and climate smart scenarios all show increases over the no build.
- The results did not show significant differences between constrained, strategic and climate smart scenarios. Possible reasons are that the model needs more drastic differences to show changes in mode share and that many underlying assumptions are the same under each scenario (e.g. land use, parking costs, etc).

Work Group member discussions:

- There was discussion regarding what shared ride includes. It is the carpool element of the non SOV mode share.
- Taking kids to school is included in the carpool, but kids on school bus are not included in the transit mode share. This should be reconciled and clarified about what is included and what is not.
- Pass through trips are not counted in the data reported. Within the table, the "Trips within" column includes trips that occur within those centers and "all trips" includes trips that originate or end within the center.

Mr. Mermin moved on to describe the ***Interim Regional Mobility Policy Maps*** *that are in the packet:*

- The maps in the handout present the model outputs showing levels of congestion for links in the travel model and areas where we don't meet our interim regional mobility policy.
- Since they're based on a regional model, the maps don't show the fine-grained level of exactly how far vehicles back up, but depict areas that should be examined further in local analyses.
- The policy/maps are not intended to dictate solutions such as spot-fixes or widening of roads, but rather point to locations where system-wide fixes are needed – including system & demand mgmt, bike/ped/transit projects, land use strategies, and road capacity etc.
- The No-build shows the most congestion. The constrained shows a reduction. The strategic shows a further reduction. The Climate smart scenario shows a level in between the

constrained and the strategic (its network is composed of the constrained plus extra transit investment.)

Work Group member discussions:

- The maps do not capture how transit investments are providing a benefit; there should be a way to show how we are moving people, particularly under the climate smart scenario versus the constrained scenario.
- Showing transit travel times might be useful in presenting moving people by transit.
- Plots showing where the scenarios differ from each other (difference plots) would be helpful.
- The 2015 base year congestion maps didn't seem to match what might be experienced today. For example, Highway 99W in Tigard and I-205 from Glenn Jackson Bridget to Airport Way. There should be some additional ground truth-ing done prior to publication for the public or electeds. Staff explained the volume to capacity plots show travel demand a two-hour period, which may be different than how people perceive the system they use today. In addition, ODOT and local government staff reviewed the 2015 and No Build networks in Fall of 2015 as part of background work to support the RTP update. Jurisdiction staff are encouraged to follow-up directly with Metro modeling staff on any areas that need further checking to ensure the assumed capacities are correct and that the model is assigning trips to the system properly.

*Mr. Mermin then reviewed the **schedule for measure refinement** for the 2018 RTP:*

- We will be discussing refinements to measures in 2016 (June, September and October)
- In 2017, we will be refining and setting targets for the measures.
- In 2017 and 2018, we will be refining our monitoring approach.
- To accomplish this schedule, we had to add an October meeting.
- Part one of the handout presents the performance measures the work group is discussing without input from another work group, part two are measures being reviewed by other work groups prior to discussion at our work group, and part three includes a MAP-21 infrastructure condition measure not recommended for discussion.
- Part one is further refined into three categories: a) measures Metro staff is initially recommending to be retained as is, b) measures staff recommends keeping with minor refinements, and c) measures that need discussion.

Work Group member discussions:

- There was a question regarding this process and the Regional Flexible Fund Allocation process. This group will not be responsible for the project evaluation for the 2019-2021 RFFA process that is already underway. However, our discussions will influence the next cycle of RFFA project evaluation (in two years).
- Reliability, pedestrians and people-moving measures should be included in our final list.
- Ensure consistency between the federal performance measures and those in the RTP. Staff explained that the federal measures are not yet final and are likely to change from the draft rule under review now.

*Mr. Mermin presented performance measure **recommended to be retained**:*

- There are several measures recommended to be retained, including greenhouse gases per capita, vehicle miles traveled per capita, bicycle miles traveled per capita, motor vehicle travel times between key origins & destinations, and number and percent of households within ½ mile of a regional trail.

Work Group member discussions:

- There was some discussion regarding the definition of a regional trail. There are specific criterions to define regional trails, and those are adopted in the current RTP and the Active Transportation Plan (ATP). The criteria will be provided to the work group.
- The work group would like to see how the performance measures relate back to the goals. While there is a desire to reduce the number of measures, it is important that we are measuring the right things and the evaluation is telling us what we need to know. This will be brought back at the next meeting.
- It's important to measure the connectivity / completeness of the system.
- It's important to measure the programmatic elements in the performance measures, such as the Regional Travel Options, and to identify a return on investment.
- It is important to keep these measures at a high level, each of the modal area plans can dig deeper.

*Mr. Mermin presented performance measure **recommended to be retained with minor adjustments**:*

- There are two measures recommended to be retained with minor adjustments.
- The first is mode share – currently walking, biking and transit are reported at a system-wide level and Non-drive alone is reported for the 2040 design types (e.g. centers, industrial areas, neighborhoods, etc.). The recommended adjustment is report *non-driving* shares instead of *non drive alone* and to report for *mixed use* areas instead of all *2040 design types*.
- The second is the habitat impact – number and % of projects that intersect high value habitat. The proposed adjustment is to report the % of projects that are road widening vs trail projects, since they are different and have different scales of impacts.

Work Group member discussions:

- There was conversation about reporting mode share for the 2040 Corridors. This is a challenge because Corridors are long and narrow and don't work well with the model's transportation analysis zones. Mode share within mobility corridors (which are much broader than 2040 Corridors) could be tracked as a monitoring measure.
- We should continue to report the *system wide* mode share and mixed use area mode shares.
- Another tool we have is the State of Centers which shows how the centers are performing on transit accessibility and completion of the bike and pedestrian system.
- There was a suggestion to continue exploring whether to report industrial areas and employment areas as these may be areas where shared ride becomes important in the future if there are not directly served by transit.
- Ride sharing could be an important measure for health, congestion and first/last mile connections for transit. Ride sharing could open up the conversation regarding travel behavior and the unpredictability about how much that might grow (e.g. Uber, Lyft, etc).
- Members requested reporting of mode shares by mode for each center and industrial area, including shared ride to provide a better sense of differences that may exist before finalizing a recommendation on this measure.
- Currently, projects that intersect habitat are flagged on the RTP project for informational purposes for the public and for the project sponsor. The comment was made that this measure may be more appropriate for informing project development activities rather than system performance.

*Mr. Mermin presented measures recommended **for further discussion and refinement**: congestion and interim regional mobility policy*

- There is a strong desire to shift from measuring V/C and vehicle hours of delay as the primary congestion measures toward measuring reliability and people and goods moving capacity in regardless of mode. Many critiques of congestion as a primary performance measure – it's correlation with strong economies, conflict other goals of region, it ignores biking and walking, often used to justify costly road widening.
- As for the interim regional mobility policy, we are not able to overhaul this (due to the complications of local jurisdictions and ODOT using its thresholds to require developers to help fund local transportation projects – when development is projected to increase congestion) as well as staff capacity limitations. However our work group will spend time in 2017 recommending guidance for how to use it (clarifying what facilities are of primary concern and how the table relates to other targets in the RTP).
- Questions posed to the group to spark discussion
    - What do we really want to achieve, uncongested peak periods vs increased reliability?
    - If we want reliability, what is best way to measure it?
    - How can we measure reliability of all modes, not just driving?
- Desire to move towards reliability measures (the current regional model can't forecast reliability, but it can be monitored with though observed speed data – variations day to day)
- What is the best way to measure congestion in RTP scenarios in the interim?
- Research center staff have begun to explore different measures:
    - Vehicle hours of delay per person (current measure)
    - Congested vehicle miles traveled per person
    - Number of hours each day that the system is full
    - Number of hours of congestion during the shoulder periods (either side of peaks)
- Research center staff have begun exploring different thresholds for "congestion"
    - Adopted interim mobility policy (current policy tailored by location)
    - V/C>.90 (current performance target)
    - MAP-21 draft rule – proposed speeds (35 mph for freeways, 15 mph for non-freeway NHS routes)
    - 70% of posted speed limit (WSDOT system efficiency speed)

Work Group member discussions:

- The measure should relate back to goals/outcomes that we're trying to achieve.
- Travel distance and travel time by mode over time would be interesting to track investments.
- Average speed could measure mobility.
- Reliability and access are important to this measure. Reliability is an important framework for a complete system. This should be used for all modes. A complete system is a reliable system.
- The V/C and LOS are a hindrance and getting in the way of development.
- Desire for more discussion/background of why V/C>1.0 was discarded as a threshold to test during modeling staff analysis. This information will be provided to the work group.
- Break out the freeways from arterials as the USDOT has done for the national performance measures. There could be different measures for freeways than arterials.
- The region is growing quickly again. All around the region people are feeling the pressure from growing congestion; this is a problem in areas not accustomed to urban levels of traffic, e.g. Wilsonville.

- Our current policy acknowledges that we can't build our way out of congestion during the peak periods, but we aspire to protect the off-peak periods for freight to help ensure access to industrial and intermodal facilities.
- Freight trucks try to travel at off-peak periods to avoid congestion. The freight working group is working through the issues of congestion and reliability too. Freight moving from California to Seattle often time route based on Seattle or Bay area traffic not Portland traffic.
- A work group member suggested a memo describing the types and uses for performance measures (e.g. to evaluate packages of projects (as is done in RTP), identify deficiencies in system (as done by ODOT), development review (local jurisdiction and ODOT), etc. The Washington County performance measures work was suggested as a good model for this overview.

Next Steps

John Mermin provided next steps and adjourned the meeting.

- Continue discussing performance measures in September and October.
- Continue to discuss new ways to measure congestion
- Develop system reliability measure(s)
- Other working groups are working through performance measures and will share with this work group at the September and October meetings.
- We will send out to the group today's powerpoint slides and Transportation 4 America's *Planning for a Healthier Future* report will be shared with the work group.

Next Steps for work group:

- Next meeting September 12th at 2pm to continue discussion of measure refinements
- The following meeting will be Friday October 14.

Meeting summary prepared by Jamie Snook.

Meeting materials:

Item	Topic	Document Date	Description
1	Agenda	06/27/16	Meeting Agenda
2	Summary from April 25th meeting	04/25/16	Meeting summary
3	Schedule for RTP measure refinement discussion	06/20/16	timeline
4	Considerations for congestion and reliability memo	06/20/16	Memo to inform refining measures for congestion and reliability
5	Non-drive along mode share in Regional Centers table	06/20/16	Mode share for walking, biking transit and shared ride by centers
6	2018 RTP update hours of congestion	06/23/16	Maps showing hours of congestion
7	Regional Leadership Forum #1 summary	May 2016	Summary

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Metro | *Memo*

Date: July 22, 2016

To: Transportation Policy Alternatives Committee and Interested Parties

From: Grace Cho, Associate Transportation Planner

Subject: 2018 RTP Transportation Equity Analysis – Community Priorities and System Evaluation Measures – Update

Purpose
Provide TPAC an overview of the community priorities identified for the Transportation Equity Analysis work, and discuss progress to date on system evaluation measures.

Introduction
As the Portland region prepares to make its next set of investments in the transportation system, an equity analysis can help inform how transportation investments affect the communities where people have the fewest options for travel to meet everyday needs. Understanding these effects helps the region make more informed, equitable decisions about where transportation dollars go, especially as the region weighs many competing priorities for the transportation system.
The Transportation Equity Analysis (TEA) for the 2018 RTP and the 2018-2021 MTIP focuses to provide a better understanding of how near and long-term transportation investments effect:

- Communities of color;
- Households with lower-income;
- Communities with limited English proficiency;
- Older adults; and
- Youth

Identifying Community Priorities
A central tenant to the Transportation Equity Analysis for the 2018 RTP and the 2018-2021 MTIP is to connect what matters most to historically underrepresented communities when it comes to the transportation system and evaluate how those matters are being addressed in near and long-term investments. In looking to define what is evaluated from a transportation equity perspective, Metro staff utilized multiple approaches to identify the different transportation needs, issues, and concerns expressed by historically underrepresented communities as well as older adults and youth.

How are individuals with disabilities being accounted for in the Transportation Equity Analysis?

The transportation needs and priorities of individuals with disabilities (physical and cognitive) are also being considered in the TEA through TriMet's recently adopted Coordinated Transportation Plan for Seniors and People with Disabilities (CTP). The CTP held a robust stakeholder engagement process and in light of this recently adopted effort Metro staff plans to incorporate the CTP findings into the TEA and the resulting products.

These approaches consisted of:

- Public comment retrospective
- Transportation and equity online questionnaire
- Transportation equity work group exercise

The work at the outset resulted in long list of community priorities, which varied across topics from public engagement, community stabilization, traffic enforcement, access to transportation options, and environmental impacts. These different community priorities were then taken through a screening process to identify initial transportation priorities for the TEA. The process focused on the following questions:

1. Can this community priority be further informed through a transportation system evaluation?
2. How can this priority be measured across the transportation system?

For the community priorities which did not make it through the screening and no longer being further explored through the 2018 RTP transportation equity evaluation, these are being collected to inform a potential suite of recommendations from the transportation equity analysis and/or inform other elements of transportation planning, such as communications and messaging and designing a public process.

The draft set of transportation equity measures were proposed to the work group. These measures are shown in Table 1.

Table 1. Proposed Draft 2018 RTP Transportation Equity Measures for Further Exploration

Theme	***Sub-Themes***			
Affordability	Housing and transportation costs		Transportation costs	
Accessibility	Access to places	Infrastructure	Travel options	Travel time and reliability
Transportation Safety	Infrastructure		Infrastructure disparities	
Environmental and Social Impacts	Disproportionate environmental and health impacts			
Transit*	Transit costs	Transit access	Transit reliability	
Community Stabilization**	Involuntary displacement	Mitigation		

** Consolidates the transit-related community identified priorities, which were initially categorized under other themes.*
***Represents work group recommendation for further review.*

Following the identification of community priorities, as it pertains to transportation, Metro planning staff, working closely with Metro communications and public relations staff, conducted focused engagement over the course of the spring to reaffirm the topic areas identified are community priorities as it relates to transportation.

Further detail of the community findings can be found as part of the Transportation Equity work group materials on the work group webpage at: http://www.oregonmetro.gov/public-projects/2018-regional-transportation-plan/equity

Taking Community Priorities and Creating System Evaluation Measures

To determine the system evaluation measures (see callout box), Metro staff collaborated with a small team from PSU Nohad A. Toulan School of Urban Studies and Planning to define the measures associated with the proposed priority measures identified in Table 1. The emphasis on evaluation measures is driven by the task to define how to assess the 2018 RTP and the 2018-2021 MTIP transportation investment packages with an equity lens. Recognizing this emphasis, the PSU work focused on the identification of *system evaluation measures* and was not asked to identify monitoring measures at this time. System monitoring measures will also be part of the recommendation package to emerge from the transportation equity analysis work, but the discussion of the system monitoring measures is scheduled to take place after the evaluation of the 2018 RTP investment package (in 2017) and will identify what should be monitored to assess progress over time and capture those priority issues unable to be addressed through a system evaluation.

The PSU team presented a research paper which outlines 20 potential system evaluation measures which address the community identified priorities and fit within the context of the transportation equity analysis for the 2018 RTP and the 2018-2021 MTIP. Further information and detail about the research paper can be found on the work group webpage at:
http://www.oregonmetro.gov/public-projects/2018-regional-transportation-plan/equity

Metro staff then reviewed the potential 20 system evaluation measures using a set of factors to determine whether the measure should be included in a staff recommended list of transportation equity system evaluation measures. These factors are:

- The strength of the system evaluation measure's ability to inform the priority outcome from an equity perspective (e.g. ability to parse the measure to look at differences across communities);
- The potential alignment with and ability to inform the 2018 RTP performance targets;
- The potential alignment with other 2018 RTP focus areas (e.g. transportation safety, transit) and ability to inform those efforts; and
- Metro staff's ability to conduct analysis of the system evaluation measure in the timeframe of the 2018 RTP.

System Evaluation vs. Monitoring Measures

System Evaluation Measure
Compares the base year conditions with an alternative, future scenario to document how well that future scenario performs to the base year conditions.

System Monitoring Measure
Relies on collected and observed data to compare past conditions with base year conditions to compare and assess progress.

Metro staff also modified certain system evaluation measures which emerged from the research to tailor the measure more towards the community identified priorities. For example, the access to places measure was divided to separate jobs from other existing essential destinations because there was significant feedback from historically underrepresented communities about the importance of getting to work.

From the factors, Metro staff has narrowed the set of 20 potential measures to 11 recommended system evaluation measures to pursue as part of the transportation equity analysis for the 2018

RTP and 2018-2021 MTIP. The recommended system evaluation measures can be seen in Table 2. These recommended system evaluation measures are still in need of defining a number of methodology considerations and must undergo beta testing to determine how effectively the measures align and capture community identified priorities. Nonetheless, through the research from PSU and initial discussions with technical staff, the 11 recommended system evaluation measures remain promising metrics to assess transportation equity in the proposed 2018 RTP investment package and the 2018-2021 MTIP.

Table 2. Recommended Transportation Equity System Evaluation Measures for the 2018 RTP and 2018-2021 MTIP

No.	Community Priority	System Evaluation Measure Description	Other Consideration
1.	Affordability	Combined Housing and Transportation Expenditure: The sum of the housing and transportation expenditures in a given geography and key communities. Determine a potential cost burden to assess which households are experiencing the greatest combined expenditure. Assess the change of the expenditures in the given geography and key communities with added transportation investments. Look at the change of combined housing and transportation expenditure.	Coordination with other Metro planning and development efforts including equitable housing and urban growth management process.
2.	Accessibility – Access to Places*	Access to Jobs: The sum of the total number of family wage jobs which are accessible to key community geographies by automobile, transit, and bicycle in a given commute time window. Assess the change in key community geographies with added transportation investments.	Must be coordinated in detail with the Regional Transit Strategy & Work Group
3.	Accessibility – Access to Places	Access to Existing Essential Destinations OR Existing Daily Needs: The sum of the total number of existing essential destinations or existing daily needs which are accessible to key community geographies by automobile, transit, and bicycle in a given travel time window. Depending on whether essential destinations or daily needs are selected, the travel times will change. Assess the change in key community geographies with added transportation investments.	
4.	Accessibility – Access to Places	Transit Access Disadvantage: The sum of the total number of existing essential destinations or existing daily needs which are accessible to key community geographies by automobile and transit. For each key community geography, look at the ratio of essential destinations accessible by transit compared to automobile. Attention is paid to lower transit/automobile access ratio community geographies to determine how the ratio changes with added future transportation investments.	

No.	Community Priority	System Evaluation Measure Description	Other Consideration
5.	Accessibility – Infrastructure	Intersection of Transportation Investments, Timing, and Communities: Transportation investments are mapped to illustrate which overlap with key community geographies. Transportation investments are also categorized by timeframe to assess whether investments are being made evenly over time in certain communities and addressing near-term transportation needs.	Must be coordinated with the broad 2018 RTP work program.
6.	Safety – Infrastructure Disparities	Safety Investments on the High Injury Network: Identified transportation safety investments are mapped to illustrate which overlap with the high injury network and key community geographies. Assess whether investments are being made evenly in certain communities with evident transportation safety issues (as indicated by the categorization as a high injury network facility).	Must be coordinated in detail with the Regional Transportation Safety Action Plan & Safety Work Group
7.	Safety – Exposure	Non-Interstate Vehicles Miles Traveled Exposure: The sum of all non-interstate vehicle miles traveled (VMT) would be totaled for key community geographies and based on the transportation investment program, look at how VMT changes in key community geographies and correlate traffic safety exposure.	
8.	Public Health – Environmental and Health Impacts	Vehicles Miles Traveled Exposure: The sum of all vehicle miles traveled (VMT) would be totaled for a key community geographies and based on the transportation investment program, look at how VMT changes in the key community geographies and correlate air pollution emissions concentration exposure.	These measures may or may not move forward as part of the transportation equity analysis if the partnership with Multnomah County Public Health happens.
9.	Public Health – Environmental and Health Impacts*	Intersection of Transportation Investments, Resource Habitats, and Communities: Transportation investments are mapped to illustrate which overlap with key community geographies and resource habitats to determine whether environmental quality degradation from transportation is overly represented in certain communities.	
10.	Public Health – Environmental and Health Impacts**	Assessing Directional Change: Use public health literature findings to assess the transportation investments package and its role in directional change in health outcomes. Based on mapping of investments relative to key community geographies and the directional relationship, determine whether health outcome disparities would widen or narrow as a result.	These would be conducted in partnership with Multnomah County Public Health and others.

No.	Community Priority	System Evaluation Measure Description	Other Consideration
11.	Public Health – Environmental and Health Impacts**	Assessing the Magnitude of Transportation Impact to Public Health (Burden of Disease and Premature Death): Utilize the Integrated Transportation ad Health Impacts Model (ITHIM) to look at the transportation investment effects to public health under the lens of disease burden and premature death in the context of air quality, physical activity, and traffic safety conditions.	

**Indicates staff adjusted modification*
***Indicates the system evaluation measure is pending based on potential partnerships and resources.*

Next Steps and Future Considerations for TPAC
Metro staff received support from the transportation equity work group to move forward with the 11 recommended transportation equity system evaluation measures. Throughout the remainder of the summer, Metro staff will be working through different methodological details for each of the system evaluation measures and will host an informal working session to shape the technical details on these different methodology considerations. Additionally, Metro staff will continue to coordinate with the other 2018 RTP work groups to understand their approaches and recommendations on overlapping topics and develop a strategy to support analyses across the work groups. For example, work with the lead of the Transportation Safety work group to determine whether the proposed safety measures for the transportation equity work aligns with analysis work taking place as part of the update to the Transportation Safety Action Plan.

Staff will develop a recommended methodology for each measure for the September 15th transportation equity work group meeting. The draft methodology for the measures will be available when the 2018 RTP solicitation process begins in 2017.

A test run of the system evaluation measures will take place as part of the 2018-2021 MTIP to assess how these measures work in an applied setting and with a smaller batch of transportation projects. Some measures may be proposed for removal from the analysis of the 2018 RTP investment packages because the technical process may show the evaluation measure as duplicative, not able provide meaningful information, or not effectively addressing the community priority. Metro staff will report back what is learned through the methodology development and the test run process.

Intersection of Transportation Equity Work and Metro's Equity Strategy
In June 2016, the Metro Council adopted the agency's *Strategic Plan to Advance Racial Equity, Diversity and Inclusion*, (referred to as the Strategic Plan). The development of this plan, initiated through Council action in 2010, is the culmination of Metro's efforts to articulate how the agency intends to advance equity in its work in the Portland metropolitan region.

A core tenant of the Strategic Plan is to focus on eliminating the disparities that people of color experience, especially in those related to Metro's policies, programs, services and destinations. While the work recognizes the disparities and inequities faced by other historically marginalized groups (e.g. people with low income, people with disabilities, LGBTQ communities, women, older adults and young people), the Strategic Plan concentrates of addressing those disparities experienced by people of color because they are barriers that are shared with other historically

marginalized groups. Additionally, the barriers faced by people of color are more deeply experienced due to the pervasive and systemic nature of racism. By addressing the barriers experienced by people of color, the plan will also effectively identify solutions and remove barriers for other disadvantaged groups. The result will be that all people in the 24 cities and three counties of the Portland region will experience better outcomes.

Within the Strategic Plan are five long-term goals. These goals are:

1. Metro convenes and supports regional partners to advance racial equity
2. Metro meaningfully engages communities of color
3. Metro hires, trains and promotes a racially diverse workforce
4. Metro creates safe and welcoming services, programs and destinations
5. Metro's resource allocation advances racial equity

Each goal has several related objectives and action items. The actions involve areas such as engagement, procurement, resource allocation, communications, hiring, retention and accessibility of facilities. Each Metro department and venue is expected to develop its own equity action plan to make progress in achieving the five long-term goals. The development of each department and venue's action plan will be a multistep process involving staff and community stakeholders, with support from Metro's Diversity, Equity and Inclusion Program (DEI) staff.

For Metro's Planning and Development department, the Strategic Plan provides a unified strategic direction and additional focus for the equity work the department has previously undertaken and continues to expand upon. Moving forward, the development of the Planning and Development department equity action plan will help identify concrete actions that the department will commit to implementing and evaluating over the next five years.

The Transportation Equity Analysis and the products that result are intended to serve as one component to inform the Planning and Development department equity action plan. As identified in the Transportation Equity work plan, Metro staff, work group members, and community will help to identify and shape a number of policy recommendations and/or refinements for the 2018 RTP. These recommendations and/or refinements will identify actions for Metro to take in addressing equitable outcomes as it pertains to the transportation system for historically underrepresented communities, particularly communities of color. Potential examples of these recommendations and/or refinements include, actions directed to Metro in monitoring and data collection, additional policy direction for the allocation of various grant funding programs, and updates to sections of the Regional Transportation Functional Plan and/or the Urban Growth Management Functional Plan. Because the work plan for the Planning and Development department equity action plan has yet to be initiated and the recommendation work for Transportation Equity Analysis will not begin until 2017, further details of how the two pieces of work will align and coordinate will be brought forward at future TPAC meetings.

TPAC Discussion Questions

Metro staff seeks input from the TPAC members on the following questions:

1. Is there agreement around the staff recommendation for the transportation equity system evaluation measures? Are there concerns pertaining to particular transportation equity system evaluation measures?

2. Are there other methodological concerns for the system evaluation measures which need to be addressed that have not been identified or reflected?
3. Is there additional clarification or feedback needed regarding the Transportation Equity Analysis relationship to the Planning and Development department equity action plan?

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Metro | *Memo*

DATE: July 22, 2016

TO: Transportation Policy Advisory Committee and interested parties

FROM: Tyler Frisbee, Policy Development Manager
Tom Kloster, Regional Planning Manager
Kim Ellis, Principal Transportation Planner
Chris Myers, Regional Transportation Planner

SUBJECT: MAP-21 and FAST Act Rulemaking - Update and Next Steps

****

PURPOSE

- Seek input on draft comment letter on the draft National Performance Rule.
- Seek input on draft comment letter on MPO Planning Rules.
- Update activity regarding the National Freight Network Rule

ACTION REQUESTED

- Do you have questions or comments on the draft comment letter on the draft National System Performance Management Measures Rule[1]?
- Does TPAC recommend moving the draft letter on the National System Performance Management Measures forward to JPACT in August?
- Do you have questions or comments on the proposed response to the draft Metropolitan Planning Organization Coordination and Planning Area Reform Rule[2]?
- Does TPAC recommend moving the draft letter on the Metropolitan Planning Organizaton Coordination and Planning Area Reform Rule forward to JPACT in August?
- Do you have questions or comments on the proposed response to the draft Establishment of Interim National Freight Network Rule[3]?

BACKGROUND

Significant federal rulemaking activities to implement the performance provisions first included in the Moving Ahead in the 21st Century Act (MAP-21) Act and subsequent provisions contained in the Fixing America's Surface Transportation (FAST) Act have been underway for nearly 4 years by the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA). These activities will impact state and regional transportation planning and programming responsibilities in the months and years ahead.

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[1] https://federalregister.gov/a/2016-08014

[2] https://federalregister.gov/a/2016-14854

[3] https://federalregister.gov/a/2016-13261

MAP-21 required FHWA to establish measures covering a wide range of goal areas, including safety, infrastructure condition, congestion reduction, system reliability and environmental sustainability. These measures were broken into three groups with separate notices of proposed rulemaking. The original intent of this process was to roll the three proposed rules into one final rule, but due to the length of time that it has taken to propose and finalize each rule, FHWA decided to implement these rules at separate stages. FHWA finalized safety performance measures on March 16, 2016 and is expected to finalize the infrastructure condition measures in November 2016.

FHWA released the last set of performance measures required by MAP-21 on April 22, which would measure system performance, including system reliability for the National Highway System (NHS), Interstate freight reliability, congestion and on-road mobile source emissions.

In addition, FHWA released two rules on June 6 and June 27, respectively. The rules relate to designation of the national freight network and updating planning requirements for urbanized areas with multiple metropolitan planning organizations (MPOs).

Background on each rule and a summary of next steps follows.

NATIONAL SYSTEM PERFORMANCE RULEMAKING BACKGROUND

MAP-21 directed the FHWA to craft performance measures for the national highway system, interstate system, and the Congestion Mitigation Air Quality (CMAQ) program. These measures are not attached to specific funding at this time, but state departments of transportation (DOTs) and MPOs are expected to use these measures and the data generated in reporting progress toward targets to make better informed planning and investment decisions.

FHWA issued a proposed rule for congestion, reliability, goods movement, and air quality performance measures, with a heavy emphasis on vehicle speed on the National Highway System. Comments on the proposed rule, including whether to include a greenhouse gas emissions performance measure are due by August 20.

It should be noted that these measures have generated more concern amongst state DOTs and MPOs than previous rulemakings, resulting in a significantly delayed rulemaking schedule when compared to safety or infrastructure condition performance measures rules going into effect this year. Once the measures are finalized, state DOTs and MPOs will be allowed to set their own targets. State DOTs will be required to report their progress in meeting those targets to FHWA every two years. There are no punitive measures associated with the failure to meet those targets, given the language in MAP-21 and the FAST Act. Regional target-setting for this rule will depend on when the rule is finalized and its effective date. As proposed, the region would have 1.5 years from the effective draft of the final rule to establish targets.

Traditionally after a comment period closes, FHWA may either take comments into consideration and release a final set of rules, or release a second set of draft comments and incorporate another round of feedback. State DOTs, national organizations such as Transportation for America, and other MPOs have already weighed during this round of rulemaking. Nearly 4,800 comments have been submitted to date. Given the significant concerns regarding the rule as proposed, there could be a second comment opportunity on a revised draft rule. USDOT staff have expressed a desire to finalize the rule by the end of 2016.

The rule, as proposed, focuses mostly on vehicle speed and delay as primary measures of congestion and reliability. While Metro has advocated for the incorporation of reliability into federal metrics for a long time, and strongly supports its inclusion in this round, staff are concerned that the rest of the metrics, as proposed, overly focus on traffic speed. Metro's most significant concerns are:

1.) The measures are narrowly focused on a small set of measures, which is at odds with the region's trajectory to a broader set of metrics that measure outcomes as varied as reducing greenhouse gas emissions, improving accessibility, reducing reliance on the automobile, increasing transportation choices, and supporting economic development.
2.) The focus on congestion and vehicle speed could result in the favoring of projects that increase vehicle miles traveled and expand roadway capacity at the expense of other modes, which could impede our ability to meet regional goals and our 2040 Growth Concept vision.
3.) The measures are narrowly focused on the National Highway System, which means that the majority of roadway miles in our region would not be included. This makes measuring goals such as greenhouse gas emissions, economic vitality, and accessibility difficult.
4.) The measures fail to count multimodal trips, which can make up to one third of the "traffic" on some of the region's busiest corridors. This means that our region would not get credit for much of the work that we've done, particularly as our region continues to grow.

These proposed performance measures matter for several reasons.

1.) If the final measures align with adopted regional goals and related performance measures, it positions us well to seek additional funding at the state and federal levels.
2.) While these performance measures are merely perfunctory at this time, it is likely that in the future they will be incorporated into decisions regarding federal grant funding and formula funding, as intended when MAP-21 required an outcomes-based, performance driven approach to transportation planning and investment decisions. The more consistent the final measures are with regional performance measures and goals, the better positioned the region will be to seek funding.
3.) As proposed, many of the proposed measures come with significant data collection and management responsibilities for DOTs and MPOs, which, in addition to the performance metrics we have already agreed on as a region and a state, could be burdensome and expensive.

Metro staff are preparing a technical analysis of the performance measures, along with responses to several questions raised by FHWA in the proposed rulemaking. That analysis, along with the attached draft cover letter, make up our proposed response to FHWA. We are seeking TPAC's recommendation as to whether or not to move that letter forward to JPACT, as well as any feedback you have on the content of the letter itself.

MPO COORDINATION AND PLANNING AREA REFORM RULEMAKING BACKGROUND

As part of the final MAP-21 rulemaking process (discussed above), FHWA released draft rulemaking regarding MPO planning requirements on June 20, 2016. This rulemaking process was also authorized by MAP-21 and supported in the FAST Act. The majority of the rule will have little impact on our region, as it solidifies practices and processes our region and ODOT have already adopted. However, in an attempt to ensure that MPOs are actually regional in nature (rather than local), the draft rule updates requirements for census designated urbanized areas with multiple MPOs. The census designated urbanized area for the greater Portland region includes Clark County and Vancouver, Washington and, as a result two MPOs.

Metro staff are concerned that this proposed rule creates significant logistical and practical problems. For example, Metro has statute-designated land use authority under Oregon law, Clark County's MPO, the Regional Transportation Council (RTC), does not. A portion of Metro's MPO governing body (the Metro Council) is directly elected; Clark County's governing body is not.

Metro staff are currently preparing a response to USDOT focused on concerns about the alignment of urbanized areas with MPO boundaries when the urbanized areas includes two or more states and the requirement that Metro, JPACT and the RTC would need to adopt a single metropolitan long-range regional transportation plan (RTP), Transportation Improvement Program (TIP) and jointly established set of performance targets. Staff believe that focusing our response on the narrow swath of MPOs in urbanized areas that include two or more states is the strongest response.

Metro staff are seeking feedback on the draft letter, and a recommendation as to whether or not we should move the letter forward to JPACT. The text of the letter will be delivered in a supplemental to the packet early the week of July 25th, due to feedback and conversations with FHWA staff late the afternoon of Friday, July 22nd and scheduled conversations with RTC staff on the 25th itself. We apologize for the delay, but look forward to feedback.

INTERIM NATIONAL FREIGHT NETWORK RULEMAKING BACKGROUND

The FAST Act directs the USDOT to establish a National Multimodal Freight Network to help direct states and USDOT to strategically direct funding and attention to support efficient freight movement. USDOT released the draft rule on June 6, 2016; the final rule must be released by December 4, 2016. There are two primary objectives of the rulemaking: one is to establish the interim National Multimodal Freight Network (NMFN), and the data points used to establish the NMFN. The current interim proposed NMFN consists of the primary highway freight system (including I-5 and I-84 in Oregon), all Class I rail lines (over 1,100 miles in Oregon), rail lines that connect to ports in the NMFN, and routes on the Strategic Rail Corridor Network, ports with an annual trade of at least 2 million short tons (including the Port of Portland), inland and intracoastal waterways, and 56 airports (including Portland International Airport). USDOT is specifically seeking comment on the following issues:

- **Highway:** What is the size and composition of the highway freight network that should be considered?
- **Rail:** What is the appropriate rail network?
- **Maritime:** What ports are unique in handling cargo that should be included despite low overall total freight handling?
- **Aviation:** What is the most appropriate data to guide what airports should be included?

Metro staff are reviewing the draft network and rule in coordination with staff from ODOT, the Port of Portland and the City of Portland, and will submit technical comments consistent with the adopted Regional Transportation Plan and 2010 Regional Freight Plan. These comments will also be provided to JPACT and the Metro Council as an informational item once completed. Comments are due to the Federal docket by September 6, 2016.

ATTACHMENTS

- Draft letter to USDOT regarding the proposed rules for National System Performance measures
- Draft letter to USDOT regarding the proposed rules for MPO Coordination and Planning Area Reform (this will be provided to TPAC in a supplemental mailing)

August 20, 2016

Secretary Anthony Foxx
U.S. Department of Transportation
1200 New Jersey Ave, SE
Washington, DC 20590

RE: Federal Docket No. FHWA-2013-0054

Dear Secretary Foxx:

For nearly 50 years, the Portland region has been exploring new ways to efficiently invest our limited transportation funds in ways that reinforce our regional goals:

1. Quality jobs, living wages and a strong economy;
2. Vibrant communities with stable and affordable housing opportunities;
3. Safe and reliable travel options;
4. Clean air and water and a healthy environment;
5. Leadership on climate change; and
6. Equity for all our residents and communities relative to the benefits and burdens of growth and change to the region.

Meeting these ambitious goals requires outcomes-based, performance-driven metrics that focus on the movement of people and goods and their access to destinations, regardless of mode of transportation. To that end, we strongly support the move toward an outcomes-based federal policy for transportation planning. However, we are concerned that FHWA is actually taking a step backward, toward a single measure of success that focuses only on highways and vehicle speed, rather than the suite of performance measures that are representative of how people and freight truly experience a transportation system.

In the past ten years, our region has intentionally moved away from measuring success using one or two narrow measures, and has instead focused on a comprehensive array of outcomes that provide a better assessment of where we have been, where we are going, and where we could do better. This broader array of outcomes allows Metro and our partners to better understand the needs of the region, and implement a variety of tools to meet the region's goals.

In particular, the Portland region intentionally does not define success in our transportation investments by using auto congestion as our only measure of success. While the draft rule released by the USDOT seems to include a range of congestion measures, these measures are all simply variations on vehicle speed and delay, which we have found to be an insufficient barometer of the performance of the entire system, including freight movement. While auto congestion is an important indicator that we consider in our system performance, it is one of many which are designed to reflect the suite of performance goals our region has adopted, including reliability, freight travel time, accessibility, greenhouse gas emissions, and throughput. In our experience, vehicle speed and delay alone are insufficient indicators of whether the broader transportation system is working to move goods, provide access to jobs and other destinations and protect air quality.

Sole reliance on vehicular-based speed and congestion measures to evaluate transportation system performance could incentivize states and MPOs to adopt strategies that prioritize adding highway capacity for single occupant vehicles rather than a more holistic approach. Roadway capacity focused strategies often have price tags that are unachievable and unsupported by taxpayers, and can result in unintended environmental and equity consequences. This is true both for our region and the national system, and highlights the importance of measuring and managing data that will help support decision makers in identifying best policies and investment decisions.

As written, the draft is mostly silent on actually moving people, goods, and accessibility, and instead proposes measures that tend to drive outcomes that are at odds with the USDOT's stated goals of safety, providing transportation options, minimizing transportation-related fuel consumption and air pollution and using transportation services to provide access to ladders of opportunity in an inclusive manner.

We urge you to make significant changes to the draft rule to expand its focus to include the movement of actual people and goods and their access to destinations, regardless of transportation mode, rather than vehicles and speed. Our region is developing a more balanced set performance measures that are focused on understanding the functioning of the integrated, multi-modal transportation system and whether it is delivering desired outcomes; we encourage you to consider these factors in your national performance measures. Our regional measures include:

- Reliability and safety in the region's multi-modal freight network, which includes moving goods in the highway corridors that serve our industry and ports;

- Accessibility to safe, reliable and affordable connections to essential destinations such as jobs, education, and healthcare, particularly our region's most underserved populations which include people of color, households with lower incomes, people with disabilities, older adults and youth;

- Capacity and modal options in our most traveled corridors so that we can move more people and provide them real choices in selecting their preferred method of travel. This includes transit and bicycling, which carry up to one third of travelers in some of our busiest corridors;

- Existence of persistent bottlenecks, and ability of transportation demand management, improved street connectivity, and systems operations to minimize

bottlenecks where continued highway widening would have limited long-term benefit; and

- Changes in regional vehicle miles travelled (VMT) per capita, greenhouse gas emissions, and public health outcomes in order to better link our transportation and land use decisions.

We have directed our MPO staff to provide more specific technical comments on the draft rule in a separate correspondence. We hope these comments will lead to a more effective set of performance measurements that support the national transportation vision we all share and appreciate the opportunity to participate in this review.

Sincerely,

Tom Hughes, President
Metro

Craig Dirksen, Chair
Joint Policy Advisory Committee on Transportation (JPACT)

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Metro | *Memo*

DATE: July 25, 2016

TO: Transportation Policy Alternatives Committee and Interested Parties

FROM: Tyler Frisbee, Policy Development Manager
Chris Myers, Regional Transportation Planner

SUBJECT: USDOT MPO Rulemaking Letter

Attached is the draft letter to USDOT in regards to the proposed draft Metropolitan Planning Organization Coordination and Planning Area Reform Rule. Metro staff are seeking a recommendation to move this letter forward to JPACT, as well as feedback on the letter itself. As a reminder, the overview of the proposed rules is below. This is the same language as is included in the larger Rulemaking memo included in the TPAC packet.

MPO COORDINATION AND PLANNING AREA REFORM RULEMAKING BACKGROUND (from 7.22.16 TPAC Packet)

As part of the final MAP-21 rulemaking process (discussed above), FHWA released draft rulemaking regarding MPO planning requirements on June 20, 2016. This rulemaking process was also authorized by MAP-21 and supported in the FAST Act. The majority of the rule will have little impact on our region, as it solidifies practices and processes our region and ODOT have already adopted. However, in an attempt to ensure that MPOs are actually regional in nature (rather than local), the draft rule updates requirements for census designated urbanized areas with multiple MPOs. The census designated urbanized area for the greater Portland region includes Clark County and Vancouver, Washington and, as a result two MPOs.

Metro staff are concerned that this proposed rule creates significant logistical and practical problems. For example, Metro has statute-designated land use authority under Oregon law, Clark County's MPO, the Regional Transportation Council (RTC), does not. A portion of Metro's MPO governing body (the Metro Council) is directly elected; Clark County's governing body is not.

Metro staff are currently preparing a response to USDOT focused on concerns about the alignment of urbanized areas with MPO boundaries when the urbanized areas includes two or more states and the requirement that Metro, JPACT and the RTC would need to adopt a single metropolitan long-range regional transportation plan (RTP), Transportation Improvement Program (TIP) and jointly established set of performance targets. Staff believe that focusing our response on the narrow swath of MPOs in urbanized areas that include two or more states is the strongest response.

Metro staff are seeking feedback on the draft letter, and a recommendation as to whether or not we should move the letter forward to JPACT. The text of the letter will be delivered in a supplemental to the packet early the week of July 25th, due to feedback and conversations with FHWA staff late the afternoon of Friday, July 22nd and scheduled conversations with RTC staff on the 25th itself. We apologize for the delay, but look forward to feedback.

The Honorable Anthony Foxx
Secretary of Transportation
United States Department of Transportation
1200 New Jersey Avenue, SE
Washington, DC 20590

August 20, 2016

Dear Secretary Foxx:

Thank you for the opportunity to comment on the regulations aimed at promoting more efficient and effective regional planning as well as enabling unified planning products for each urbanized area (UZA) is, at its core, a needed reform to current day policy. Metro, the Portland Region's Metropolitan Planning Organization (MPO), views the proposed coordination and planning area reform as a return to the origins and essence of regional planning. Metro agrees with USDOT that transportation and the related challenges within urbanized areas are inherently regional in nature and therefore the best way to address these challenges is action and coordination at the regional level. The efficiencies gained by unifying such planning efforts allow for the improved use of tax-payer dollars and result in more comprehensive regional transportation plans. We support the USDOT's recognition of the importance of Metropolitan Planning Organizations and the value of a regional approach to transportation planning, which is reflected in the majority of the text of the current Metropolitan Planning Organization and Planning Area Reform rule and the National Performance Measures rule. We would also encourage the USDOT to specifically include a comprehensive Unified Planning Work Program (UPWP), in addition to the other MPO responsibilities already listed in the draft rule.

However, while Metro supports most of the proposed rule, we have one significant concern regarding the reform language requiring urbanized areas to act as one MPO or have unified planning documents when the urbanized area includes two or more states. Requiring two states to reconcile different MPO land use authorities, governance structures, and other state or regionally mandated requirements through a unified planning process is unrealistic and creates significant political and practical challenges, which may result in lower quality planning products. This is particularly concerning for the Portland region, which has a very specific set of authorities granted to our MPO through state legislation, as well as an elected council, and a significant set of planning requirements and goals that we are statutorily required to incorporate into our planning processes, including the Regional Transportation Plan. Merging these state authorities and requirements with the Regional Transportation Council (RTC), Vancouver Washington's MPO, would significantly undermine Oregon Metro's work and ability to deliver on already committed goals and work products.

Transportation planning is a complex and politically charged process that requires support from citizens, local, county, and state jurisdictions. The support necessary for quality planning needs to account for the political will of all engaged jurisdictions, including at the state level, and must include support from corresponding federal agencies, FHWA and FTA, as well as state DOTs. Even USDOT has acknowledged that reality, locating their regional FHWA and FTA offices within state boundaries, rather than based on

population centers. This does not preclude coordination between neighboring federal and state agencies, but rather acknowledges that state policies and politics have a significant impact on how MPOs can operate and what tasks they are expected to perform. State laws, complex and differing political environments, as well as differing desires of citizens within different states all lend themselves to continue coordinating with neighboring MPOs within different states rather than consolidation.

In order to avoid mandating bi-state areas to negotiate significant structural differences while still encouraging bi-state coordination, we recommend an exemption to the Coordination and Planning Area Reform rule for bi-state urbanized areas if a number of criteria are met. Below, we include examples of our current coordination with Washington State's Regional Transportation Council (RTC). These examples serve as specific coordination measures that USDOT could require.

Our current coordination with RTC allows each MPO to work within their state's goals, structures, and authorities, while ensuring that there is sufficient coordination across state boundaries to achieve good transportation outcomes. Metro and the RTC currently employ the following practices to maintain strong bi-state coordination:

- **Coordinated Transportation Decision Making**: Metro's Joint Policy Advisory Committee on Transportation (JPACT) is chaired by a Metro Councilor and includes two additional Metro Councilors, seven locally elected officials representing cities and counties, and appointed officials from the Oregon Department of Transportation (ODOT), TriMet, the Port of Portland, and the Department of Environmental Quality (DEQ). The State of Washington is also represented with three seats that are traditionally filled by two locally elected officials and an appointed official from the Washington Department of Transportation (WSDOT), who have full voting rights on all decisions. All transportation-related actions (including Federal MPO actions) are recommended by JPACT to the Metro Council. JPACT is primarily involved in periodic updates to the Regional Transportation Plan (RTP), Metropolitan Transportation Improvement Program (MTIP), and review of ongoing studies and financial issues affecting transportation planning in the region.
- **Standing Bi-State Coordination Committee:** Based on a recommendation from the I-5 Transportation & Trade Partnership Strategic Plan, the Bi-State Transportation Committee became the Bi-State Coordination Committee in early 2004. The Bi-State Coordination Committee is made up of representatives from Metro, Multnomah County, the cities of Portland and Gresham, TriMet, ODOT, the Port of Portland, Southwest Washington Regional Transportation Council (RTC), Clark County, C-Tran, Washington State Department of Transportation (WSDOT) and the Port of Vancouver. The standing Committee meets quarterly and is charged with reviewing and coordinating all issues of bi-state significance for transportation and land use. The Bi-State Coordination Committee has its own charter and is included in the bylaws of both MPOs.
- **Regional Policy Making:** Both the Metro Policy Advisory Committee (MPAC) and the Transportation Policy Advisory Committee (TPAC) provide recommendations to JPACT and the Metro Council. They were established by Metro Charter to provide a vehicle for local government involvement in Metro's growth management planning activities. Both councils include two officials from Clark County (in Washington State). Under Metro Charter, this committee has responsibility for recommending to the Metro Council adoption of, or amendment to, any element of the Charter-required Regional Framework Plan.

- **Regional Framework Plan:** The Regional Framework Plan, first adopted in December 1997, addresses transportation, land use (including the urban growth boundary), open space and parks, water supply and watershed management, natural hazards, and coordination with Clark County. The document must be adopted by the JPACT and MPAC council, in order to ensure regional bi-state cooperation.
- **Delineation of Roles:** A Memorandum of Understanding between Metro and the Southwest Washington Regional Transportation Council (RTC) delineates areas of responsibility and coordination. Last executed in April 2012.

To ensure that bi-state urbanized areas engage in coordinated planning processes (such as those listed above), without requiring consolidation, Metro recommends the following change to the proposed rule:

In situations in which multiple MPOs are located within one urbanized area and are also located in different states the recognized MPOs may continue to operate as separate agencies and with separate planning products. However, Bi-state coordination must be represented in a permanent structure such as by-laws, charter amendment, resolution, or a memorandum of understanding in order to avoid changes in coordination. As part of the coordination agreement each state must be represented on charter-recognized decision making committees and boards, with voting rights intact.

Metro, as an agency, is supportive of the general concept and principles of the proposed Metropolitan Planning Organization Coordination and Planning Area Reform. Our comments and position focus on the issue of MPO consolidation in urbanized areas that cross state boundaries. Through the years Metro and RTC have enjoyed successful coordination that does not merit consolidation. We have members from our respective MPOs that sit on advisory committees, with full voting privileges, in each regional jurisdiction both technical staff and elected officials. In the case of the Portland/Vancouver urbanized area it is best to encourage jurisdictional coordination rather than force a consolidation that will potentially cause legal challenges and political gridlock. We urge you to consider the suggestion included in this letter, to ensure that bi-state urbanized areas have coordinated planning processes and the flexibility to meet the needs of their state and constituency.

Sincerely,

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Metro | *Memo*

DATE: July 22, 2016

TO: Transportation Policy Alternatives Committee and Interested Parties

FROM: Tyler Frisbee, Policy Development Manager
Kim Ellis, Principal Transportation Planner

SUBJECT: USDOT Performance Measures, Metro Staff Technical Comments

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Attached are draft technical comments that Metro staff has prepared regarding the proposed National System Performance Rules released by USDOT. These technical comments have been prepared as an addendum to provide additional substantive detail for the letter to USDOT Secretary Foxx that TPAC is considering on Friday, June 29, 2016.

As a reminder, Metro staff are not asking for JPACT or the Metro Council to sign these technical comments. However, if TPAC members have questions, suggestions, or comments, please reach out to Tyler Frisbee, Kim Ellis or other Metro staff.

MAP-21 NPRM Part 490 for National Performance Management Measures; Assessing Performance of the National Highway System, Freight Movement on the Interstate System, and Congestion Mitigation and Air Quality Improvement Program

Docket Number: FHWA-2013-0054

Metro appreciates the opportunity to provide comments on the draft rule to support effective implementation of both the Moving Ahead for Progress in the 21st Century (MAP-21) Act and the Fixing America's Surface Transportation (FAST) Act. Metro strongly supports the transition toward an outcomes-based federal policy for transportation planning and the use of outcomes-based, performance-driven metrics to increase accountability and transparency, improve project decision-making and inform efficient investment of limited transportation funds. We believe this will help better communicate the value and need for increased investment in all parts of the transportation system.

On behalf of the Metropolitan Planning Organization (MPO) for the Portland metropolitan region, Metro submits the comments that follow to strengthen the proposed rule and ensure that it supports regions in meeting their goals and the expressed goals of the U.S. Department of Transportation (USDOT). The comments highlight key concerns and seek specific changes to the draft rule to provide more focus on the movement of actual people and goods and their access to destinations. The comments also respond to specific questions raised by the Federal Highway Administration (FHWA) in the proposed rule.

Our comments are organized in five parts:

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This rulemaking should be viewed as an initial step towards implementing performance-based planning, rather than the final step of implementation of MAP-21 and FAST Act. There are sufficient concerns that are unlikely to be resolved through the rulemaking process alone that USDOT should understand the value of additional testing and pilot programs to identify the best metrics. In addition, further development of data resources and refinement of requirements will be necessary prior to using these measures to inform how future federal funds are allocated. We hope these comments lead to a more effective performance-based planning process for states and metropolitan areas and appreciate the opportunity to participate in this review. We look forward to continuing to work with the USDOT and others to advance performance-based planning across the nation and in our region.

PART I. KEY CONCERNS SUMMARIZED

The draft rule is a missed opportunity to advance the USDOT's stated goals of improving safety, providing transportation options, minimizing transportation-related fuel consumption and air pollution, and using transportation investments and services to provide access to ladders of opportunity in an inclusive manner. Except for one measure, the draft rule proposes measures and thresholds that essentially focus on vehicle speed and delay. Equating performance of the NHS to the speed of vehicles and reliability of roads (as measured through travel time) creates unintended consequences for other modes and devalues the importance of efficiently moving people and freight trucks.

As written, the proposed measures:

1. ignore people and the community building role of transportation;
2. do not capture the full performance of an integrated multimodal transportation system;
3. do not capture the role of transportation in providing access to jobs, education and other opportunities;
4. do not capture the contributions of increased biking, walking, shared ride and use of transit and other freight modes provide toward reduced delay and improved system reliability;
5. are based on insufficient data to accurately assess multi-modal system performance;
6. do not take into account Title VI, social equity or environmental justice; and
7. are inconsistently defined and duplicative which makes the measures overly complicated to calculate, creating an unnecessary burden on state DOTs and MPOs.

If FHWA intends to use these rules to guide future funding decisions, as expressed in MAP-21, statute, it must ensure that the full range of multimodal transportation modes are recognized and data quality issues are sufficiently addressed prior to implementing the final rule. Equally importantly, FHWA must clearly identify the uses to which it expects all agencies to put the proposed "metrics" and "measures": are they intended to identify entire states or entire regions as having performance issues from a purely national perspective, or are they intended to enable states and regions to diagnose what specific parts of their respective transportation systems—a single stretch of roadway, for example--need the most attention to achieve performance goals?

In addition, justifying the selection of certain performance measures based on FHWA's currently available data in the NPRMDS is flawed. We agree existing data is not perfect and USDOT needs time to enhance and grow existing data collection and management systems to support reporting on all modes of travel and address other gaps. However, there are data sets available that can at least provide preliminary guidance as USDOT approaches these questions.

For example, data does exist to incorporate other modes of transportation into these measures now, including commute times or commute mode shares, which are annually reported by the U.S. Census Bureau through the American Community Survey. Similarly, vehicle miles traveled data and traffic volume data necessary to estimate system performance are regularly collected by state DOTs. Other data sources include the Federal

Transit Administration's (FTA) National Transit Database. These data provide valuable information on how the overall system is performing and the conditions experienced by people using the transportation system, and should not be ignored.

To leverage and take advantage of existing datasets and data collection efforts, we urge the USDOT to focus on and invest in enhancing existing datasets or developing a multimodal data set suitable to measure. USDOT should explore ways to partner with the Transportation Research Board, the U.S. Census Bureau, FTA and others. This work will undoubtedly improve USDOT's own National Household Travel Survey as well as require further coordination and collaboration between FHWA, FTA, and other federal agencies.

In addition, we recommend that the final rule describe an action plan for USDOT to improve datasets related to roadway and truck volumes, vehicle occupancy rates, and bike and pedestrian and transit travel to support development and implementation of accessibility and people moving capacity measures. As part of this work, USDOT should develop an integrated multimodal corridor approach to measuring person throughput and congestion that includes HOV lanes, public transit, and biking and walking facilities. We have identified such a policy framework for our region and work is underway to better link local, regional and state data collection and reporting to advance this concept. The Washington Department of Transportation has advanced data collection and reporting to this end and provides a model for other state DOTs.

We view these measures as a base for reporting trends and multi-modal system performance and appreciate the flexibility for monitoring and reporting other measures. However, the final rule must do better. Our comments are intended to make the proposed rule more effective and useful to our region's performance-based planning efforts.

PART II. DATA, METHODS AND REPORTING TIMELINE

We have significant concerns around the proposed data management system, the reporting methods, and timelines. In addition, we encourage FHWA to address concerns about the substance of the rule itself by incorporating additional data sets into the reporting process. Our specific concerns follow.

1.	**Insufficient NPMRDS data and unnecessarily complex data management and calculations.** • NPMRDS data gaps and inconsistencies with other data sets raise serious questions about its efficacy as the main performance measure resource at this time. Our review of the NPRMRDS data and found significant gaps in the data for our region. For example, the NPMRDS data has significant gaps in the 5-minute bins across many facilities and times-of-day for our region. Our understanding is that these gaps are consistent nationwide. Such significant gaps in the data present a range of problems including a mischaracterization of current and future system performance as the result of data imputation and coverage improving over time. • The proposed rule would require different data preparation for each measure, ranging from handling null and outlier values differently, to using different percentiles for general traffic and freight, to using a different level of decimal places for each step in a calculation. Asking for a metric to be reported at thousandth, hundredth, and tenth decimal places implies a level of accuracy in the dataset that does not exist. • States and MPOs will need to develop their own process and tools for conflating roadway network, processing NPMRDS data (or alternate data approved by FHWA) and calculating those metrics as proposed in the rule – this does not represent an efficient use of resources. **Recommendations:** 1. FHWA should prepare the national data set and develop (or make available) a national level tool for calculating proposed measures for all states and MPOs to minimize burden and extensive substitution methods, and ensure consistency in the process. This would recognize the NPMRDS is

	a national data set and address the inefficiency of each state or MPO developing its own process and tools, and would lend itself to a more meaningful and consistent way to draw national trends/conclusions. 2. If NPMRDS must be used, we recommend computing the NPMRDS metrics in 15-minute bins, which are sufficient for system-level measures; 5-minute bins seem more detailed than is necessary for the system performance measures. 3. USDOT should develop a software platform or tool to analyze multimodal system performance data to ensure that all states are measuring and reporting national metrics consistently. Encourage states to use the same data set for consistent measurement and reporting once the data gaps have been filled. Different data sources might result in discrepancies in reported performance. **4.** To facilitate consistent methodology throughout the rule, State DOTs and MPOs should be able to prepare the dataset once and use it for all proposed measures. Nulls and outliers should be removed or replaced consistently across all measures, similar thresholds should be used for similar measures, and decimal places should be kept consistent.
2.	**Inconsistent travel time periods, days of the week and reporting geographies for measures throughout the rule for reporting different measures.** • For example, the performance measures would require some vehicle measures to be performed for multi-hour time periods, and some for individual hours, while trucks are assessed for an entire day. In addition, certain measures cover weekdays, others include weekends and some exclude holidays while others do not. These distinctions in time periods as currently proposed do not provide additional information and increase the burden of analysis. • Measuring reliability within peak and off-peak periods as the NPRM proposes is consistent with national reliability research, but defining fixed peak hour periods for all parts of the U.S. will create inconsistent results. For example, a region with a one-hour peak period from 4pm to 5pm could actually report more unreliability within the 3pm to 6pm proposed PM period than a region that has a three-hour peak period that actually runs from 3pm to 6pm because the denominators (the 50th percentile speeds) will be calculated on very different bases. • Section 490.103e(5)(iv) (Data Requirements - Travel Time Data Set) of the rule states the equivalent data source shall: "Include for each segment at 5 minute intervals throughout a full day (24 hours) for each day of the year, the average travel time, to the nearest second." This is too long for a daily average travel time reporting requirement for all travel segments within a State. **Recommendations:** 1. Revise rule to reconcile the reporting periods and reporting geographies to be consistent across all measures to streamline data management and calculations. The reporting geography should be the urbanized area. 2. Use the National Highway System as the system extent for all measures. 3. A rule-based definition of peak periods should define the peaks specifically for each region to avoid the biases caused by using fixed time periods nationwide. See Part V below for the Metro-proposed peak period definition rule. 4. Base travel time calculations for all system performance and freight measures on data observations within the rule-specified time periods rather than across the entire day. This is consistent with national reliability research and the proposed LOTTR metric and will help to distinguish the reliability measures from the congestion measure. See Part V below for specific calculation recommendations.
3.	**Directional-mileage measures should be volume-weighted**. • Measuring performance based on directional-mileage is biased against metropolitan areas. Urban areas often have many more lane-miles and person-miles of travel on their roads than non-urban areas. Even within a region, congestion and reliability issues vary and can be concentrated in certain locations and high-volume corridors are not weighted more heavily in the proposed

	measures. This also applies to the freight measures and means that the goods movement measures are simply variants of the other measures proposed, rather than reflecting the real-world conditions that freight trucks experience. • FHWA asserts on one hand that volume data is insufficiently available to volume-weight reliability or travel time measures, but then proposes to use volumes in the excessive delay calculation in Subpart G. If the volume data available are sufficient to calculate excessive delay then the data are sufficient to use for volume-weighting in the other measures **Recommendations:** 1. Use segment volume-weighting with all system performance and freight measures. 2. FHWA should fund better volume data collection if data collected by state DOTs and others is not adequate.
4.	**Managed lanes appear omitted in system performance calculations.** • As written, the measures in the proposed rule will likely mask benefits from HOV, HOT, toll roads, and other operational enhancements and could discourage investment in these strategies. **Recommendation:** 1. Determine a way to differentiate the data with the data provider, or to account for HOV, HOT, toll roads, and other managed lanes somehow in the final system performance measures.
5.	**Effective dates and reporting timelines are too short and inconsistent across measures.** • The NPRM proposes Jan. 1, 2018 for the first performance period for this rule to align with the infrastructure condition and safety rules. The proposed timeline is too short for initial reporting and phasing in implementation of this rule, given the complexity of integrating these new requirements into an already complex transportation planning process, significant gaps in NPRMDS data and tools to access the data, the complexity of the calculations and required coordination related to support target-setting. • State DOTs and MPOs will need additional resources (e.g., staffing, skillsets, and funding) to complete the extensive workload that is necessary to accomplish the multi-agency coordination and collaboration required by this rule. • Reporting every two years is an unnecessary, time-consuming burden. In our experience, significant changes to system performance typically do not occur within this relatively short amount of time, and efforts to collect, manage and report data so frequently could take resources away from other DOT and MPO planning responsibilities. Longer-term, more frequent reporting may become easier as data collection and management increasingly become more automated and new reporting tools are developed. • The draft rule uses Federal fiscal year for the CMAQ program reporting and calendar year for all other measures. • Attainment regions, per Title 23 Section 450.322 allow MPO's to go to a five-year update cycle for the Metropolitan Transportation Plan. As written, the reporting of the four-year performance program is expected to be part of the metropolitan transportation plan. This essentially creates a scheduling burden on MPOs in attainment as the agency would be unable to take advantage of the five-year cycle allowed by the federal regulations for updating regional transportation plans. **Recommendations:** • Set the reporting requirements to be for the same time periods for consistency. This inconsistency could also be addressed by relying on STIP and MTIP update cycles to serve as the mechanism for reporting performance. • Revisit the final phase-in schedule for target-setting and reporting for this rule: ○ Add a minimum of 1 year to the effective date of the final rule and subsequent baseline

	reporting and target setting schedule. ○ Begin the first performance period no earlier than Jan. 1, 2019 and link to MTP or TIP cycles. Ideally, the data management and reporting timelines for all MAP-21 performance measures would align to make efficient use of DOT and MPO resources; however more time is needed to phase-in the system performance rule. ○ Require reporting no more frequently than every 4 years (eliminating the 2-year performance reporting requirement), and link reporting to long-range plan or TIP update cycles. ○ As WSDOT and other stakeholders have also mentioned, provide more specificity in the final rule on how States should coordinate target-setting with MPOs, how that coordination and consultation should be documented, and which agency has final authority to set thresholds or targets in cases of disagreement. It is important for the thresholds and targets to support the more comprehensive goals and planning required of MPOs through the federally-required metropolitan transportation planning process and that these be considered by state DOTs when setting targets. • Provide clarity and guidance on the reporting schedule for MPO regions that are in attainment of national ambient air quality standards. • Add a provision to allow a DOT or MPO to ask for and receive an extension of time to comply with the requirements so long as the DOT or MPO is able to show that it has made progress towards compliance and is working to achieve compliance.
6.	**Person and goods throughput—and accessibility--should be the basis of future, improved metrics and measures.** Metro concurs with the NPRM statements that future versions of the measures should focus on what matters most: moving goods and people across all modes, and ensuring that the entire transportation system in metropolitan regions provides better accessibility to all residents. FHWA should invest in data collection and method development activities that will produce both robust techniques and sufficient data to meet this goal.

PART III. PROPOSED PERFORMANCE MEASURES

The comments and recommendations that follow are organized by Subpart and proposed measure.

NATIONAL HIGHWAY SYSTEM AND INTERSTATE SYSTEM PERFORMANCE (SUBPART E)

1.	**The travel time reliability measure (LOTTR) is useful and should be calculated the same way for cars and freight trucks.** • The LOTTR measure represents a user-centered measure that is understood and valued by drivers – the reliability of a trip day to day. • The NPRM proposes to measure vehicle reliability over four multi-hour time periods using the 80th percentile travel time as the measurement of reliable travel for both Interstates and non-Interstates. The 80th percentile threshold is supported by the research in the field. Metro agrees with using the four time periods (with their start and end times modified per Metro recommendations below) and the 80th percentile threshold. • The NPRM proposes to measure truck reliability over every 5-minute period of an entire day using the 95th percentile travel time as the measurement of reliable travel and only applies to Interstate facilities. Metro disagrees with the 95th percentile threshold, which has no basis in research. Metro also disagrees with the lack of time period detail, which will hamper regions with plans and policies seeking to address freight movement throughout specific times of the day.

	• Metro disagrees with FHWA's assertion that volume-weighting the reliability measures is infeasible**.** To the contrary, volume-weighting is essential to defining high-priority unreliable locations for both general and freight truck travel. • Metro concurs that the LOTTR measure should be applied across the entire NHS, with separately-reported interstate and non-interstate metrics and measures. Metro disagrees with confining the truck reliability measure only to interstate facilities given the importance on non-interstate NHS roadways to freight movement in many regions, including our own. • Metro concurs that the LOTTR measure should be applied in separate time periods including the morning and afternoon peaks, the midday period, and a weekend period. Metro disagrees with using fixed period start and end times across the entire U.S. Doing so will mix peak and off-peak travel time observations in the denominators of key metrics. The bias in the denominators will in turn make cross-regional comparison meaningless and obscure the meaning of the measure even within a region. • The arbitrary choice of 1.5 as the travel time ratio at which users deem a segment unreliable is not supported by national research and it also creates "cliff effects" in metric and measure results (a "cliff effect" occurs when a binary threshold responds to a small change in measured data with a large change in the computed measurement output.) **Recommendations:** 1. To ease data calculation and provide consistency in the comparison of car and truck reliability, the time periods and travel time reliability thresholds should be consistent between the general LOTTR measure and the truck-specific measure with each using the four multi-hour time periods and the 80th percentile travel time threshold 2. Apply the travel time reliability measures to the entire National Highway System. 3. Use segment volume-weighting for this measure rather than the arbitrary 1.5 threshold. See Part V of this document for details on how Metro recommends that the LOTTR measure be improved. 4. Use a formula-based means of setting time period start and end times rather than fixed times. See Part V of this document for details on how Metro recommends that this be done. 5. FHWA should support and fund better collection of volume data on the NHS, particularly on the non-Interstate NHS, to support volume measurement and volume-weighting techniques. 6. FHWA should work toward data collection and define methods for incorporating public transit and HOV travel time reliability in this measure in the future. Transit vehicles and other HOVs use the NHS in our region and are key to our region's strategy for managing congestion and improving reliability of the system.
2.	**The peak hour travel time measure is redundant with the excessive delay measure in Subpart G and unnecessarily complicated to calculate.** • The focus on peak-hour travel times in large urban areas (1 million or more population) is inconsistent with policies and practices that recognize that the peak hour will be congested in a large, economically thriving urbanized area. As written, the measure essentially reframes success as failure and failure as success, since a thriving economy in a large urban area will always result in failure to meet the expectation of free-flowing traffic. A focus on maintaining vehicle mobility during non-peak times (e.g., 9am – 3pm) would be more useful and recognizes the need for freight to have dependable free-flowing times during the day, but that those times do not necessarily need to occur at 5pm on a Thursday (for example). • Use of the most congested single hour to report Travel Time Reliability would seem to overstate the effect of congestion, which should be a temporally sensitive measure. • Requiring the state DOTs and MPO to agree on the desired travel time of every road segment in the region may result in significant implementation costs and will result in a lack of consistency

	across the nation. For example, this may require significant time spent coordinating with Region 1 ODOT and coming to agreement on the desired speeds for each ODOT facility in the region. In addition, the draft rule suggests FHWA will not allow MPOs to have expected performance targets that are different from state DOT targets, meaning that disagreements on desired facility performance will have to be addressed somehow. • The proposed approach also introduces the possibility of inconsistencies across states and regions, as some locations might set free flow as the desired travel time while others might set much easier benchmarks. This is counter to FHWA's goal of having a consistent set of metrics for reporting performance across the nation. • The 1.5 threshold is untested as a meaningful measure of user perception or utility in planning and needs to be better understood and, if needed, adjusted prior to rule adoption. **Recommendations:** 1. Primary Recommendation: Eliminate this measure from the final rule (and instead use the excessive delay measure (with refinement) as the second system performance measure. 2. Secondary Recommendation: If the measure is retained, it should: o average the measure over a full day, or focus the measure on off-peak time periods (e.g., 9am – 3pm). In addition, the more standardized approach used for the congestion reduction performance measure a 70% of posted speed limit (or, preferably, 70% of Reference Speed—see Part V) threshold would be more consistent. o clarify rule to specify who has final say to make the decisions if the State DOT and a MPO do not agree on segments or desired speeds within an MPA boundary. This has been raised in previous NPRM comments and does not appear to be addressed in this NPRM. o Change the measure so that it is not a binary measure based on an arbitrary threshold (1.50), but a weighted average of the actual reliability calculation. o Before selecting 1.5 or a different threshold for the final rule, FHWA should test and verify it with the NPMRDS, other available data sources and local knowledge.

FREIGHT MOVEMENT ON THE INTERSTATE SYSTEM (SUBPART F)

1.	**The freight travel time reliability measure is useful and should be calculated the same way as the auto-focused travel time reliability measure.** • See above comments on the LOTTR travel time reliability measure in Subpart E. • Use of 95th percentile represents unusual "outlier" circumstances caused by non-recurring congestion such as crashes and significant weather events, and will improperly bias the computation. • The draft rule (page 23874), SHRP 2 research and comments by others have indicated that operational enhancements are reflected at the 80th percentile, not the 95th percentile level. • If freight trucks and cars occupy the same roadway, holding the freight reliability measure to a higher standard is inconsistent as they are all using the same system. **Recommendations:** 1. To ease data calculation and to provide consistency, calculate the reliability measures for system performance and freight the same way for 'all vehicles' for the LOTTR measure and 'trucks for the freight measure, using the same time periods and 80th percentile travel time threshold. 2. Apply the travel time reliability measures to the National Highway System, with separate measures for Interstate and Non-Interstate NHS as with the LOTTR measure. 3. Use segment truck-volume-weighting for this measure rather than the arbitrary 1.5 threshold. See Part V of this document for details on how Metro recommends that the truck reliability measure

	be improved. 4. FHWA should support and fund better collection of vehicle classification volume data on the NHS, particularly on the non-Interstate NHS, to support truck volume measurement and volume-weighting techniques. There are promising techniques for doing so emerging, and Mr. Jessberger of FHWA is aware of these.
2.	**The freight bottleneck performance measure ("percent of the interstate system uncongested") is unreasonable and narrowly focused.** • Considering freight characteristics, use of 50 mph threshold within urbanized areas during peak hours is not a realistic or reasonable threshold for defining congested conditions for freight (e.g., freight bottlenecks). • Many of the Interstate facilities in the largest urban areas actually have posted speeds that are lower than this threshold. For example, segments of I-5 within the Portland region have a posted speed limit of 50 mph. • The 50 mph threshold as proposed makes no distinction between urban and rural segments and speeds on the Interstate System, which erroneously implies congestion in rural areas is similar to congestion in urban areas. • The proposed rule addresses one mode of freight (trucks) on the Interstate system. While Congress directed this approach, in many regions', including our region, freight bottlenecks occur off the Interstate system (e.g. arterial at-grade intersections with rail). Some of these bottlenecks are located on non-Interstate NHS facilities that provide critical first mile/last mile access to our region's industrial areas, Ports and other freight intermodal facilities. **Recommendations:** 1. Set the geographic scope to be the National Highway System and allow the identification of other freight bottlenecks by a State and MPO based on their respective (and coordinated) freight plans and related documents or studies. 2. Revise threshold and definition of a freight truck bottleneck to be 70 percent of Reference Speed, a more appropriate and reasonable threshold for urbanized areas and consistent with the speed threshold proposed for the excessive delay measure. See Part V of this document for Metro's proposal on computing the Reference Speed, which is based on national research. 3. Revise measure to apply to the four time periods used by the system performance LOTTR measure. This would both provide more measurement detail to regions that can use it and recognize that some regions find that freight usually travels during off-peak hours and can't realistically expect to move unencumbered through urbanized areas during the peak hours. 4. Use the 80th percentile threshold as the speed numerator instead of the proposed 95th percentile. 5. Use segment volumes to change this measure to be truck-miles-traveled in congested conditions rather than percent of the centerline miles that are congested. Volume-weighting will support more precise bottleneck location identification and prioritization from the segment metrics and will make cross-region comparison more fair. See Part V of this document for details on how Metro recommends that the freight bottleneck measure be improved.

CONGESTION MITIGATION AND AIR QUALITY IMPROVEMENT PROGRAM – TRAFFIC CONGESTION (SUBPART G)

We are concerned that the proposed performance measures fail to address the intention of the CMAQ program, and inappropriately measure congestion in a manner which may be deceiving.

1. **Excessive delay measure is more appropriate as a system performance measure than an air quality program measure.**

- While the excessive delay measure is to recognize that a component of the CMAQ program is to address traffic congestion, the measure has lost the original intent of the CMAQ program as defined through ISTEA -- to improve air quality.
- Under the innovation being seen in the private sector with vehicle technology and the long-term trend of tightening emissions standards for vehicles, addressing vehicle congestion to improve air quality is no longer an effective long-term strategy. Automobile makers are developing a number of in-vehicle technological features that conserve fuel and ultimately reduce excessive idling.
- Additionally, the nation's continued emphasis on low and zero emissions vehicles continues to change the fleet profile and the extent to which passenger vehicles contribute to air pollution.
- For the reasons above, an emphasis on excessive delay is a short-sighted measure of "success" for the CMAQ program and will not ultimately be an effective measure of reducing air pollution.
- As a diagnostic tool for vehicular freeway system performance this measure works relatively well. However, the nature of freeway travel is significantly different than travel on arterials and limited data availability for arterials makes the use of similar measures between arterials and freeways difficult.
- In terms of calculating this measure, different jurisdictions use the term expressways for widely varying configurations. The proposed 35 MPH and 15 MPH do not take into account the variability in operational systems (signal timing, posted speeds), configurations and capacities of roadways across the nation. For example, certain NHS/principal arterials may be intentionally designed for average speeds lower than 15 mph, for efficiency, signal coordination, safety, or other reasons. These arterials should not be penalized for prioritizing other goals over speed.
- FHWA asserts in the draft rule that volume data is insufficiently available to volume-weight reliability or travel time measures, but then proposes to use volume data in the excessive delay calculation. If the volume data available are sufficient to calculate delay then they are sufficient to use for volume-weighting the other measures.

Recommendations:

1. Revise this measure as follows:
   a. Use this measure (with recommended refinements) as a system performance measure for the National Highway System in lieu of the peak hour travel time reliability measure.
   b. Use a segment-specific maximum throughput speed such as the 60% of Reference Speed as proposed by WSDOT for the same reason they cite, that 60% gives a more accurate representation of user experience. See Part V of this document for Metro's proposal for computing Reference Speed, which is based on national research.
   c. FHWA should invest in better volume data collection to allow volume-weighting in the calculation of this measure or eliminate the delay measure.
   d. As the NPRM states, FHWA should also invest in acquiring vehicle occupancy and truck

	contents data to support converting this measure in the future to excessive delay per traveler and excessive delay per freight ton. **e.** Instead of the congestion measure in Subpart G, add an annual per-capita VMT measure. The existing HPMS VMT data provides an easy way of computing VMT per capita (see Part IV of this document for details). This measure will provide two valuable features for the overall set of performance measures: **i.** VMT per capita naturally complements the Metro-proposed emissions measures (see the following section) since reducing VMT reduces emissions. **ii.** VMT per capita provides a useful context for the system performance measurements (reliability, truck reliability, and congestion). **2.** Add journey-to-work mode share as a measure to Subpart G to complement the annual per-capita VMT measure. See Part IV of this document for more detail on how to compute the proposed mode share.

CONGESTION MITIGATION AND AIR QUALITY IMPROVEMENT PROGRAM – ON-ROAD MOBILE SOURCE EMISSIONS (SUBPART H)

The proposed rules, in the interest of easing reporting requirements, increases the risk of mis-reporting and is inconsistent with other performance measures.

1.	**On-road mobile source emissions measure is narrowly focused on CMAQ program-funded projects rather than the broader national environmental sustainability goal, and is inconsistent with all other performance measures required by MAP-21.** • Utilizing the existing reporting framework for CMAQ projects simplifies the process for MPOs, which is appreciated. However, the reporting of emissions is based not on when those reductions are anticipated to occur, but simply when the project has obligated funding. The rule is unclear about how to address delay and cancellation of projects funded by CMAQ, including procedures for removing the emissions reductions already accounted for in previous reporting to ensure that emission reduction credit is not taken for a project that continues to get slipped and carried over from one year to the next. It would be more effective to report the projected emissions reductions after the CMAQ funded project has been completed. • This measure fails to meet the same standards as other measures proposed by FHWA because it is not based on observed data, nor does it reflect impacts from all transportation investments. • In addition, the NPRM proposes that the baseline condition be based on the cumulative emissions from projects reported between 2014-2017; setting a target to be evaluated based on projects funded in the subsequent 2- and 4-year time periods seems somewhat arbitrary, as different combinations of projects may be submitted or be ready to proceed within any given timeframe. • The measure only requires areas with populations greater than 1 million designated as non-attainment or maintenance to report and does not account for the emissions reduction benefits of projects that may be funded through other programs. • The rule is unclear about the expectations of MPOs that share an urbanized area if one MPO's airshed in a shared urbanized area is designated as nonattainment or maintenance, but the other MPO's airshed is designated as attainment. For example, with carbon monoxide, Portland, OR and Vancouver, WA have EPA recognized separated air sheds and separate air quality designations. While there is currently a federal rulemaking process that might impact this proposal, there are significant concerns as to how that rule, as proposed, can be implemented, and this measurement underscores some of those concerns. • The sole emphasis on CMAQ funded projects misses the greater opportunity to look at the emissions reductions benefits for the full transportation system. Sources beyond CMAQ are used

for projects with emission reduction and air quality benefits, like Surface Transportation Block Grant (STBG) set-aside, which is directed towards bicycle and pedestrian projects or the use of Surface Transportation Program and TIFIA for capital transit projects.

- The significant emphasis on measuring the individual projects of the CMAQ program also appear as a burden in that other transportation funding programs are not asked to report performance at the same level of scrutiny.
- The monitoring nature of the reporting requirements suggest the more appropriate venue for CMAQ reporting would be as part of updates to the Metropolitan Transportation Improvement Program (MTIP) and Statewide Transportation Improvement Program (STIP). Since MTIPs and STIPs are submitted concurrently and the STIP encompasses all transportation investments on the system for the entire state in an upcoming four-year period, it would be more appropriate for the MTIP and the STIP to report on what has been implemented between the MTIP and STIP cycles and what is coming up in the near term. This activity is also already being conducted as part of the development of the MTIP.

Recommendations:

1. At a minimum, the rule should require reporting by all CMAQ program recipients regardless of air quality status and size of population.
2. The rule should require reporting on all on-road mobile source emissions for the entire MPO region, including a new greenhouse gas emissions measure to better support the national goal for environmental sustainability – see Comment 1 in Part IV for specific recommendations on the questions raised by FHWA in this NPRM.
3. The rule should specify the expectations of MPOs that share an urbanized area, but may have different air quality status designations.
4. The rule should direct DOTs and MPOs to report CMAQ program performance through MTIP and STIP cycles as this better aligns with the CMAQ performance period. See also previous comment to align reporting timelines for all measures for simplicity.
5. As proposed, qualitative assessments of emissions benefits, often used for transportation demand management marketing, education, and outreach campaigns, would need to be re-evaluated and uploaded to the federal CMAQ database to meet the quantitative assessment requirement.
6. Revise the rule to specify emissions reductions should be reported after projects are operational, not when the project is first funded. This will allow MPOs to measure emissions reduction performance after the projects are completed.

PART IV. NEW PERFORMANCE MEASURES RECOMMENDED FOR THE FINAL RULE

The comments and recommendations that follow are organized by measure, and reflect Metro's response to the solicited comments around additional performance measures.

1.	**A measure of greenhouse gas emissions should be included in final rule as part of improved emissions measures under the CMAQ (Subpart H) section** • The draft rule requests suggestions on a workable GHG emissions measure and further states, "GHG emissions would be best measured as the total annual tons of CO2 from all on-road mobile sources."[1] The same logic should apply to all on-road mobile source emissions. From both conceptual and practical viewpoints, emissions are best measured as the total annual tons of CO2, criteria pollutants, and precursors from all on-road mobile source emissions. • We strongly support the Natural Resources Defense Council comments and recommendations on the questions posed in the draft rule regarding whether and how to implement a GHG emissions measure. We also agree it is feasible to estimate CO2 now: o Emissions models and data sources already exist that will allow state DOTs and MPOs to measure GHG emissions from transportation with reasonable accuracy. Implementing a new GHG performance measure will simply require these existing resources to be used in new ways. ▪ All MPOs in non-attainment or maintenance already have the necessary data and technology. Many MPOs in attainment also have the technology for their own planning or GHG-estimation purposes. ▪ The main additional requirement is to create a base year or current year model run on a four-year cycle. Since this is exactly the technology that MPOs now use to estimate emissions savings from many CMAQ projects, this measure is conceptually based on the same estimation techniques as the original measure in the NPRM. o Many jurisdictions have already started doing measuring GHG, recognizing the value of knowing the consequences transportation decisions will have on GHG emissions and climate change as decisions are made. ▪ The Oregon Department of Transportation developed a Statewide Transportation Strategy for reducing GHGs from the transportation sector in response to statewide statutory goals. ▪ California and Oregon have set carbon pollution targets for each of their metropolitan planning organizations (including Metro). Our region adopted a Climate Smart Strategy for reducing GHGs from light-duty vehicles in response to the Oregon Metropolitan Greenhouse Gas Emissions Reduction Targets.[2] The strategy will be further implemented in the region's current metropolitan transportation plan update. ▪ The thirteen MPOs in Massachusetts are required to consider carbon pollution when selecting transportation projects and must report on annual progress toward pollution reduction goals. ▪ The Chicago Metropolitan Agency for Planning in Illinois, Genesee Transportation Council in New York, Capital Area Metropolitan Planning Organization in Texas, North

[1] Federal Register Volume 82 Number 78. pp 23830-23831

[2] Accessed on July 5, 2016 at:
www.oregon.gov/LCD/CLIMATECHANGE/pages/metropolitan_greenhouse_gas_reduction_targets.aspx

Jersey Transportation Planning Authority in New Jersey, Metropolitan Council in Minnesota, and Pikes Peak Area Council of Governments in Colorado all use, or plan to use, GHG emissions as a measure of progress toward transportation and environmental goals.

- Currently available tools include:
  - The EPA's Motor Vehicle Emissions Simulator (MOVES) model is a free, state-of-the-science emission modeling system that estimates emissions for mobile sources at the national and county level for, among other things, greenhouse gases. It is the EPA-approved model for State Implementation Plan and air quality conformity purposes and, therefore, is familiar to most state air quality agencies. MOVES has some limits on its forecasting abilities, but it can be used for out-year inventories. The EPA has developed guidance documents for using MOVES to develop state and local greenhouse gas inventories, available here: (https://www3.epa.gov/otaq/stateresources/420b12068.pdf). Our region will begin using MOVES to track progress toward our GHG emissions reduction targets as part of scheduled updates to our long-range metropolitan transportation plan.
  - The Energy and Emissions Reduction Policy Analysis Tool (EERPAT) is a scenario analysis tool developed by FHWA (see https://www.planning.dot.gov/fhwa_tool/) to assist state transportation agencies with analyzing greenhouse gas reduction scenarios and alternatives for use in the transportation planning process, the development of state climate action plans, scenario planning exercises, and to measure the reduction potential of various transportation strategies to meet state greenhouse gas reduction goals and targets. The Tool allows agencies to quickly assess policy interactions in many scenarios. A metropolitan version of this tool was adapted for use in our region to develop our 2014 Climate Smart Strategy in partnership with the Oregon Department of Transportation.
  - The EPA's Travel Efficiency Assessment Methodology (TEAM) assesses the potential regional emission reductions from travel efficiency strategies. TEAM is an analytical approach that uses local travel activity information, sketch-planning travel activity analysis, and MOVES emissions modeling to estimate potential emission reductions from combinations of travel efficiency strategies. It has been used in a series of case studies but not been broadly used without significant guidance and contractor support. This methodology could be further developed to improve user interaction and ease of use for this purpose.

- In our experience, it takes sustained leadership and a commitment of time and resources to build the tools, staff capacity, data/ technical assumptions needed to establish a baseline and process to track how emissions are changing over time. A state and MPO will also need to engage stakeholders to build trust in the tools/data used and setting the baseline and subsequent targets. This is particularly true for DOTs and MPOs that aren't currently measuring GHGs. For example, in Oregon – it took nearly 2 years to set a baseline and future year (2035) targets for each of Oregon's MPOs – after having developed the GreenSTEP tool and technical assumptions used to determine a baseline. Development of the tool and technical assumptions was a collaborative effort of ODOT, Oregon Department of Environmental Quality and the Oregon Department of Energy. Despite 5 years of work and significant partnering with state agencies on the technical aspects, we do not yet have a fully operational reporting process in place for GHGs. We are working on this as part of our current RTP update.

	Recommendations: 1. Add a greenhouse gas emissions measure to the final rule that is combined with the on-road mobile source emissions measures to address the national environmental sustainability goal in a more comprehensive manner. The final measures would include: estimated on-road mobile source emissions of CO2, CO, NOx, VOC, PM2.5, and PM10 in tons per year and on a per capita basis. 2. FHWA should provide State DOTs and MPOs with emissions modeling tools that are already populated with state or regional emissions inventories and include federally-approved pre-loaded values for most variables. State DOTs and MPOs should have the option to develop their own tailored models subject to federal oversight, but could also rely on pre-configured models provided to them. 3. Direct States and MPOs to compute the measures using the standard travel demand models and the EPA MOVES software now in use at MPOs throughout the country to comply with the Clean Air Act Amendments of 1990 (CAAA) or other FHWA approved tool or method. a. MPOs would essentially replicate their standard air quality conformity analysis using the same tools they do now: travel demand models and the MOVES emissions model (or EMFAC for California MPOs). They would do so using vehicle fleet and road network characteristics from the current year, and calibrate the model to that year using observed vehicle counts and observed speeds. This produces typical weekday emissions. MPOs would compute annualization factors (and when needed, factors to estimate daily volumes from hourly or time-period volumes for those models that simulate only parts of a full twenty-four hour weekday) from historically observed volume counts. b. The final measures (annual tons of each pollutant) would be estimated by multiplying the modeled current year typical weekday numbers by the annualization factor (with typical weekday volumes estimated, where needed, from time-period or hourly modeled volumes). c. The GHG performance measure should capture the upstream effects of transportation fuels. Failure to do so could lead to improper policy responses, particularly regarding adoption of electric vehicles. 4. Performance reporting should occur either through the 4 or 5-year RTP cycles or MTIP cycle – in either case, the reporting should be occur as part of existing planning processes and no more frequently than every four years as recommended in Part II of our comments. MPOs would set explicit future targets for each criteria pollutant plus CO2. Several states have started this process by setting explicit CO2 goals at a state and/or regional level. The GHG performance measure should also recognize that some states and regions have adopted GHG emissions goals on a schedule that may be different from the one used in the federally-mandated transportation planning process. The GHG performance measure should be designed to support these efforts. 5. While this proposal uses estimates rather than directly observed emissions, it uses the same emissions estimation methods as those used for many CMAQ projects. If FHWA is willing to accept such methods for the draft on-road mobile source emissions rule then it should find the methods acceptable for more comprehensive, system-wide use. 6. A realistic time period for implementation of this measure is 3 to 4 years for states and MPOs that are not currently measuring GHG emissions.
2.	**An annual VMT per capita measure should be added to the CMAQ (Subpart G) section of the rule to replace the congestion measure which should in turn be moved to the system performance section.** • VMT per capita is an example of a measure that MPOs use as standard practice in transportation planning throughout the US. Our region has included this measure in our

	planning and monitoring since the 1990's as a way to demonstrate progress towards increasing transportation choices and reducing automobile reliance as required by Division 12 of the Oregon Administrative Rules (also referred to as the Transportation Planning Rule or TPR). The TPR was first adopted in 1991. The rule can be accessed at: http://arcweb.sos.state.or.us/pages/rules/oars_600/oar_660/660_012.html See section: OAR 660-012-0035(4) through (8). • This measure is also identified by USDOT as a measure to "*to track the effects of implemented policies and strategies to reduce traffic on the road. The data can also help in evaluating policies and strategies that support improved public health outcomes related to air quality, road traffic injuries and fatalities, and physical activity from transportation."* https://www.transportation.gov/mission/health/vmt-capita • VMT data can be taken directly from the current HPMS practices. (see http://www.fhwa.dot.gov/policyinformation/hpms.cfm). • Regional population would be taken from Census-based annual estimates already obtained by MPOs for regional planning purposes from their own staff, reputable academic institutions, or qualified consultancies. • Given an annual VMT and estimated population for a given year, VMT per capita is easily computed. • VMT per capita provides a natural complement to emissions in the CMAQ section of the rules because VMT reductions contribute to emissions reductions. • VMT per capita also provides useful context for the other system performance rules (reliability, freight reliability, and especially congestion).
3.	**Add a journey-to-work (JTW) Mode Share measure to the CMAQ (Subpart G) section of the rule.** • Mode share data is available from the five-year American Community Survey (ACS) journey-to-work (JTW) data. Produced by the Census, the 5-year ACS JTW data is available for all regions of the United States, is repeated, is comparable in five-year increments, and is sufficiently robust for monitoring at large (region-wide) geographies. Given the importance of non-work travel to overall transportation system performance we recommend that in addition to ACS-derived work-related non-SOV mode share, the new rules provide the option to establish an all-trip-purpose non-SOV mode share based on travel surveys that many MPOs conduct on a regular basis. Both JTW non-SOV mode share and overall non-SOV mode share respond to policy and capital investment strategies and are amenable to target-setting. The option of using survey-derived overall non-SOV mode share has the added advantage of motivating the continued enhancement and use of high-quality regional travel surveys and other potentially helpful data products such as cell-phone-derived information. The illustrations below are a mocked-up example of how agencies could report these metrics. • Despite the NPRM's denigration of mode share as a measure, adding it to the rules will overcome one of the NPRM's most glaring flaws: a complete lack of attention to the transit and active transport portions of region's transportation systems. • JTW mode share is amenable to target-setting, and many MPOs already have such targets in their plans. • Like VMT per capita, JTW Mode Share provides useful context for making other measures more understandable. • Increasing non-SOV mode share is an intended outcome of many CMAQ investments, because doing so affects emissions production.

4. **Develop an accessibility measure that takes advantage of available tools and techniques.**

- There are at least two promising accessibility measurement techniques immediately available. The first is the set of destination choice submodels present in many existing MPO travel demand models. Such submodels compute the origin- zone utility of accessing each destination zone and also summarize the total utility of all destination zones relative to each origin zone. It is quite feasible to summarize the latter quantity across all origin zones to produce a single area-wide accessibility statistic.
- The second available technique is a product named Sugar Access (SA) from CitiLabs that uses commercially- and publically-available datasets to compute an "Accessibility Score" which can be averaged across all origins and destinations in the study area to create a single area-wide measure. While Metro makes no specific proposal about the use of the SA product its availability as commercial off-the-shelf (COTS) software is indicative of the maturity of accessibility measurement and the feasibility of soon adopting rules covering an accessibility measure. There are likely other COTS products available or soon-to-be available.
- While they differ in detail, SA and destination choice submodels (DCSs) have certain key features in common that serve objectives important to a meaningful accessibility performance measure:
  - *Geographic units of analysis "nest" within MPO study areas and provide a feasible framework for collecting the necessary data*: DCSs use MPO traffic analysis zones that meet such criteria by design where SA uses standard Census geographies.
  - *Use observed data readily available at a reasonable cost about residents and the destinations that attract them:* DCSs use Census population data, various public employment data sources, and in many cases local knowledge of key attractions. SA uses Census data plus commercially-available data on Points of Interest (POIs—locations of businesses, public amenities, and so forth).
  - *Use observed data for transportation system performance across all modes:* DCSs can be applied to "base year" model networks with road, transit, and active transportation characteristics calibrated to observed speed and volume data from both public and commercial sources. SA, like NPMRDS, uses commercially-available speed and network data. SA also uses General Transit Feed System (GTFS) transit schedule data. MPOs are starting to turn to GTFS feeds to create the transit networks for their base year models so DCSs will increasingly take advantage of this transit data source.
  - *Responds to system performance changes across all modes.* DCSs by design account for the utility of all modes to which their host travel model is sensitive--usually, at minimum, road and transit. Many current-generation MPO models also now include active transportation utilities. SA likewise incorporates both road and transit modes.
  - *Responds to land use strategies.* Both DCSs and SA by design respond to the distribution of residents and their destinations' characteristics.

Recommendation:

1. Revise the rule to specify that FHWA will explicitly examine destination choice and commercially-available product accessibility measurement techniques. The evaluation criteria listed in our comments offer a potential framework for making such a judgment.
2. Revise the rule to identify a timeline for USDOT to conclude its internal research to develop and test a national accessibility performance measure in the final rule. We propose that USDOT implement this measure no later than January 1, 2019. In developing this measure, we recommend that states and MPOs measure multimodal access to essential destinations, setting targets by mode and geography (e.g. Transportation Analysis Zones from regional models). Such targets might include better non-auto access to jobs, education, and health

	care. 3. In the interim, before the accessibility performance measure is finalized, USDOT should provide guidance in the final rule to states and MPOs to voluntarily adopt this performance measure. Metro volunteers to be an MPO test bed for such an effort.

PART V. MODIFICATIONS TO DRAFT RULES PROPOSED FOR THE FINAL RULE

The comments and recommendations that follow are organized by measure, and unless otherwise stated, reference all proposed performance measures as applicable.

1.	**Use 15-minute bins for speed data rather than 5-minute bins** Metro, WSDOT, and other commenters have all found that the NPMRDS has insufficient sample size on large numbers of roadway segments at the 5-minute temporal resolution to meaningfully compute the draft measures in the NPRM. While 5-minute bins are useful for some types of operational analysis they are more-detailed than necessary for national-, state-, and regional-scale planning measures. 15-minute bins will basically triple the sample size relative to 5-minute bins and provide sufficient granularity for planning-level measures.
2.	**Replace all use of "Posted Speed" in the measures with "Reference Speed".** Reference Speed is a means of computing from observed data the segment free-flow speed that travelers actually experience. National research has shown that the Reference Speed is a more accurate basis for understanding uncongested flow conditions on roadways than posted speed limits. **Segment Reference Speed (RS)** = The free flow speed in MPH for a reporting segment, calculated by computing the 85th percentile speed across all 15-minute bins for all hours of the day for all days in the reporting year for that segment.
3.	**Use "Maximum-Throughput Speed" (MTS) thresholds rather than fixed speed thresholds.** National and WSDOT research has clearly established that roadways pass the most vehicles per unit time at speeds below free-flow speed. While there is a range of speeds by facility type at which maximum vehicle throughput occurs, 70% of free flow speed is a reasonable choice. **Segment Maximum Throughput Speed (MTS)** = 70% of the Segment Reference Speed *in MPH*
4.	**Use "Maximum-Throughput Travel Time" (MTTT) as part of setting formula-based peak period start and end times.** Maximum throughput travel time for a segment is simply the time taken to traverse that segment at maximum throughput speed, in minutes. **Segment Maximum-Throughput Travel Time (MTTT) =** (Segment Length) / (MTS) * 60 *in minutes*
5.	**Set peak period start and end times by formula rather than fixed times.** As mentioned in Part II.2 above, measuring reliability within fixed peak hour periods for all parts of the U.S. will make cross-regional comparison problematic and give each region a distorted view of its own system performance because the denominator in the NPRM-proposed formulas will be based on a mix of peak and off-peak speeds. A formula-based determination of the peak periods each region actually experiences provides a more solid foundation for calculating the various measures. Metro proposes to compute region-specific period start and stop times by the

	method described below. The resulting periods would always start and stop at an integer hour (e.g. 8am or 3pm rather than 8:30am or 3:30pm) to be easy to communicate, allow for "shoulder times" as the peaks blend into off-peaks, and be consistent with the hourly volume data in the NPRM-proposed delay measure. The proposed method below uses the Metro-proposed 15-minute speed data bins and the Maximum Throughput Travel Time (MTTT) as specified above. **AM peak (AM)** = Begins at the start time of the first full hour after *midnight* when two of the 15-minute bins in that hour experience average weekday travel times across the year of data for that bin that exceed the segment's MTTT. Ends at the end of the next full hour after the start hour where two of that next full hour's fifteen-minute bins experience annual average travel times less than the MTTT. **PM peak (PM)** = Begins at the start time of the first full hour after *noon* when two of the 15-minute bins in that hour experience average weekday travel times across the year of data for that bin that exceed the segment's MTTT. Ends at the end of the next full hour after the start hour where two of that next full hour's fifteen-minute bins experience annual average travel times less than the MTTT. **Midday Peak (MD)** = Begins at the end of the AM peak and ends at the beginning of the PM peak. **Weekend (WE) =** As defined in the NPRM
6.	**Proposed changes to the general reliability (LOTTR) measure.** Rather than "Percentage of the Interstate (or Non-Interstate) direction-miles of reporting segments with LOTTR < 1.50" Metro proposes to modify this measure to be "Weighted-Average Reliability Ratio, Interstate (or Non-Interstate) NHS, by period" to alleviate the "cliff effects" of the 1.50 threshold. A step-by-step explanation follows. i. Compute the LOTTR metric by period using the Metro-proposed time periods above using the NPRM-specified LOTTR formula within each period. ii. Compute segment period volumes using the hourly volumes from the NPRM's delay measure by simply summing the necessary hourly volumes to the period in question (AM, PM, MD, and WE) as defined above. iii. Compute the period-specific measures (one each for AM, PM, MD, and WE) first for Interstate NHS then for Non-Interstate NHS using the following formula: **Weighted-Average Reliability Ratio (WARR)** = $\frac{\text{[Sum across all segments of (LOTTR x (Segment Length) x (Segment Period Volume))]}}{\text{[Sum across all segments of ((Segment Length) x (Segment Period Volume)]}}$ **Interpreting Weighted Average Reliability Ratio** WARR would be reported by Interstate/Non-Interstate and by time period (AM, MD, PM, and WE) for a total of eight reported numbers for the reporting region per reporting period. The proposed Weighted Average Reliability Ratio (WARR) measure is the ratio of vehicle-miles-traveled weighted by LOTTR to all vehicle-miles-traveled. A 100% reliable system will report a WARR of one. Any unreliability will result in a WARR greater than one, in a manner interpreted the same as LOTTR. WARR responds both to changes in traffic volume experiencing unreliability (more vehicle-miles experiencing unreliability produces a larger WARR) and changes in

	unreliability itself (the higher the LOTTR metric the worse the unreliability and the larger the WARR).
7.	**Proposed changes to the freight truck travel reliability measure.** Rather than "Percentage of the Interstate direction-miles of reporting segments with 'Truck Travel Time Reliability<1.50'" Metro proposes to modify this measure to be "Weighted Average Truck Reliability Ratio, Interstate (or Non-Interstate) NHS, by period" to alleviate the "cliff effects" inherent in the NPRM-proposed 1.5 threshold and to be consistent with the Metro-proposed general Cumulative Unreliability measure (see above). A step-by-step explanation follows. i. Compute for each segment a Truck-LOTTR (TLOTTR) metric by period using the Metro-proposed time periods above and applying the NPRM-specified LOTTR formula within each time period *only to the truck speed observations*. ii. Compute segment period *truck* volumes by parsing truck data from the hourly volumes from the NPRM's delay measure, then simply summing the necessary hourly *truck* volumes to the period in question (AM, PM, MD, and WE) as defined above. iii. Compute the period-specific measures (one each for AM, PM, MD, and WE) first for Interstate NHS then for Non-Interstate NHS using the following formula: **Weighted Average Truck Reliability Ratio (WATRR)** = $$\frac{\text{[Sum across all segments of (TLOTTR x (Segment Length) x (Segment Period Truck Volume))]}}{\text{[Sum across all segments of ((Segment Length) x (Segment Period Truck Volume)]}}$$ **Interpreting Weighted Average Truck Reliability Ratio** Like WARR, WATTR would be reported by Interstate/Non-Interstate and by time period (AM, MD, PM, and WE) for a total of eight reported numbers for the reporting region per reporting period. The rationale for WATTR is the same as that for WARR with the nuance that WATRR measures the unreliability that trucks themselves actually experience. This is important because as national research shows trucks have different performance characteristics and different regulatory frameworks (e.g. speed limit) than passenger vehicles. WATTR thus paints a truck-specific picture that is still consistent with WARR. Computing WATTR for the four time periods also supports MPO policies and programs that may focus on enhancing the truck travel experience in certain time periods to maximize overall system efficiency. Similar to WARR the WATTR is sensitive to both the severity of unreliability and the number of trucks actually experiencing unreliable conditions. Also similar to WARR, the segment-level metrics and area-level measure for WATTR have the same interpretation. As previously mentioned, FHWA should support and fund better means of obtaining vehicle classification volume data on the NHS to ensure proper truck volume data support for this proposed measure.
8.	**Proposed changes to the freight truck bottleneck measure.** Rather than "Percentage of the Interstate direction-miles of reporting segments with 'Average Truck Speed >= 50mph'" Metro proposes to modify this measure to be "Time-weighted truck-miles-traveled in congested conditions" to alleviate the many problems inherent in the NPRM-proposed 50mph threshold and to be consistent with the Metro-proposed general use of

volume-weighting across as many measures as possible (see above). A step-by-step explanation follows.

i. Under Metro proposals each segment will have its own Maximum Throughput Speed and period start and end times (see line items V.3 and V.5 above).
ii. Each segment will also have truck volumes by period (AM, PM, MD, and WE) as defined for the WATRR measure in line item V.7 above.
iii. For each segment
    a. For each time period (AM, PM, MD, and WE)
        i. For each 15-minute bin within the time period
            1. Compute the numeric average of all truck speed observations across the year
            2. If the average truck speed is less than 60% of Reference Speed (for consistency with excessive delay measure), flag the bin as "congested"
        ii. Keep a count of the number of congested bins within the period
        iii. Keep a count of the total bins within the period
        iv. Segment Truck-Miles-Traveled, Congested = 0 if no congested bins, else=

$$\frac{\text{(Period Truck Volume)} \times \text{(Congested Bin Count)} \times \text{(Segment Length)}}{\text{(Total Bin Count)}}$$

iv. Reporting area Time-Weighted Truck-Miles-Traveled, Congested (TWTMTC) =

$$\text{Sum of all (Segment Truck-Miles-Traveled, Congested)}$$

Interpreting Time-Weighted Truck-Miles-Traveled, Congested (TWTMTC)
Like WARR and WATRR, TWTMTC would be reported by Interstate/Non-Interstate and by time period (AM, MD, PM, and WE) for a total of eight reported numbers for the reporting region per reporting period.

Similar to the rationale for WARR and WATTR, time- and volume-weighting the truck congestion measure is critical to providing an appropriate sense of scale. In the NPRM-proposed measure a segment with one truck that was congested would carry the same weight in the overall measure as a segment with one hundred trucks experiencing congestion; TWTMTC overcomes that flaw. Time-weighting ensures that segments and volumes that are congested during more times of the day more-heavily affect the final measure.

Reporting TWTMTC at the same four time periods as the WARR and WATTR reliability measures keeps all performance measures in the same temporal context, allowing for a richer and more meaningful understanding of the findings and supporting MPO policies and programs that may focus on enhancing the truck travel experience in certain time periods to maximize overall system efficiency.

Reporting TWTMTC at Interstate and Non-Interstate portions of the NHS acknowledges the reality that many freight bottlenecks occur on non-Interstate facilities and supports identification of actual bottleneck locations, for example by thematically mapping congested Segment TWTMTC.

As previously mentioned, FHWA should support and fund better means of obtaining vehicle classification volume data on the NHS to ensure proper truck volume data support for this proposed measure.

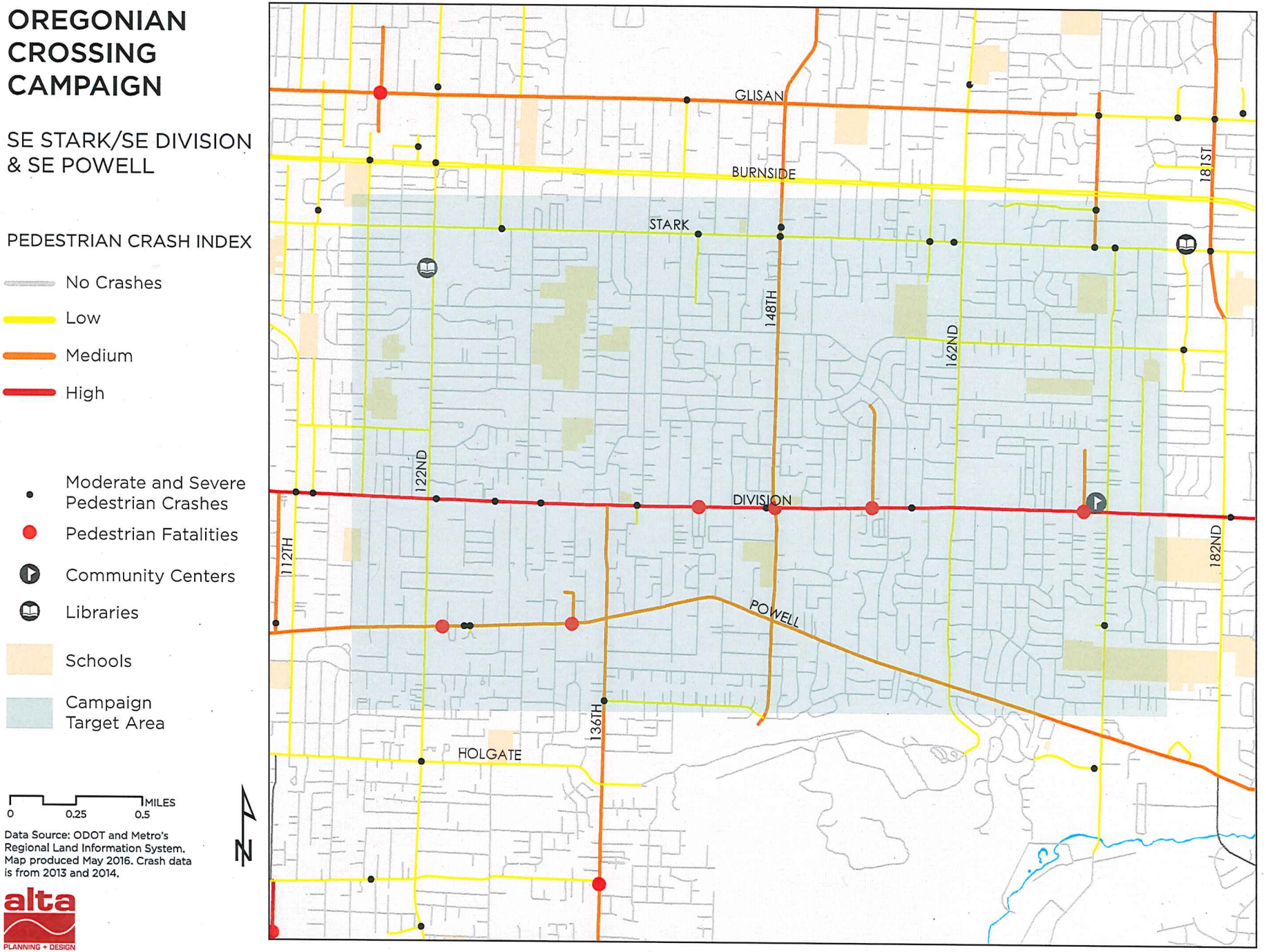
These comments are intended to provide detailed, specific, technical analysis to support the comments submitted by the Metro Council and our Joint Policy Action Committee on Transportation (JPACT). We appreciate your consideration and are available and excited to answer any further questions you might have.

For further questions, please contact Tyler Frisbee, Policy Development Manager, at tyler.frisbee@oregonmetro.gov .

Materials following this page were distributed at the meeting.

OREGONIAN CROSSING CAMPAIGN

SE STARK/SE DIVISION & SE POWELL



Data Source: ODOT and Metro's Regional Land Information System. Map produced May 2016. Crash data is from 2013 and 2014.

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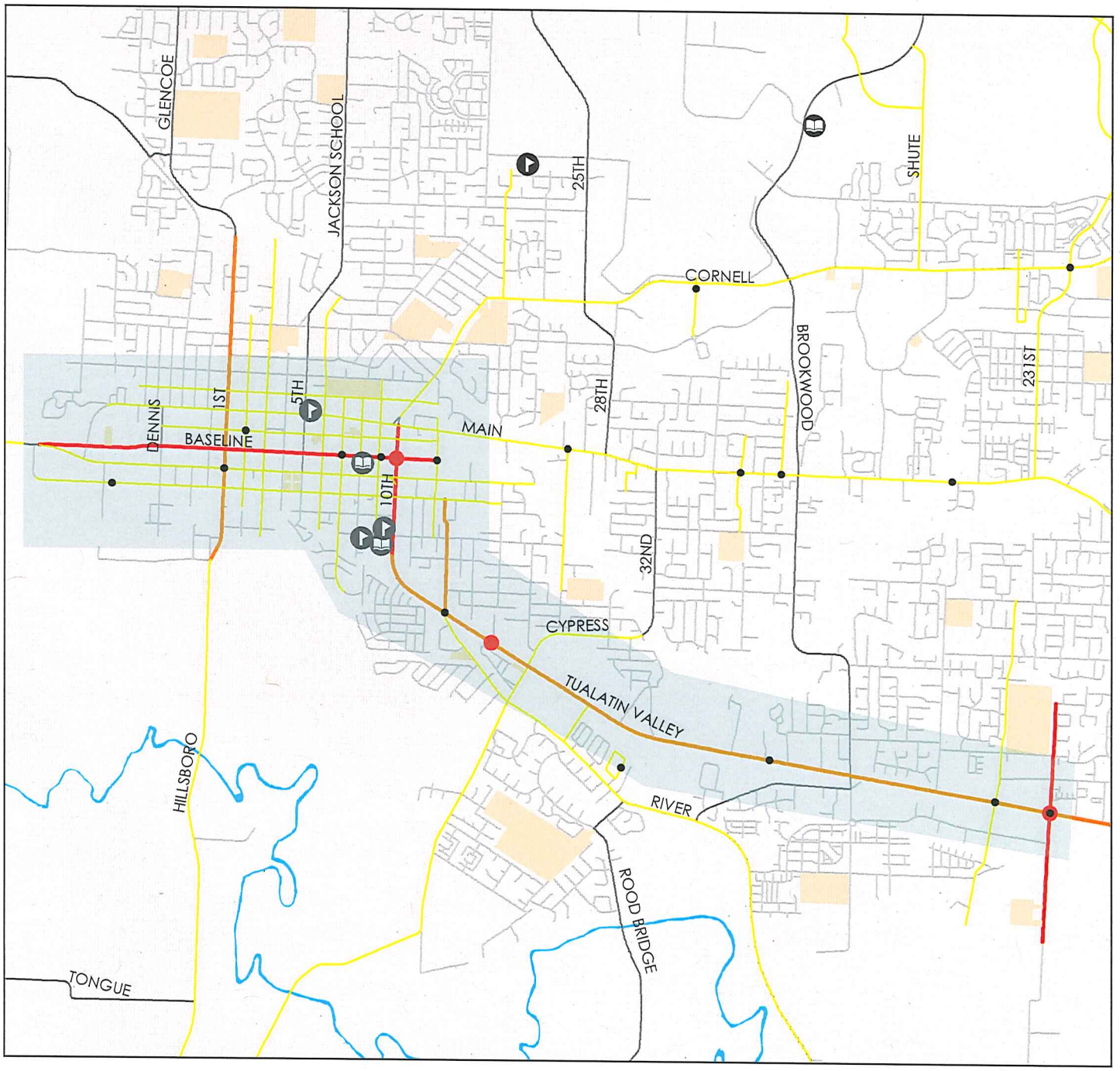
OREGONIAN CROSSING CAMPAIGN

SW BASELINE & TUALITIN VALLEY HWY



PEDESTRIAN CRASH INDEX

- No Crashes
- Low
- Medium
- High

- Moderate and Severe Pedestrian Crashes
- Pedestrian Fatalities
- Community Centers
- Libraries
- Schools
- Campaign Target Area

0 0.3 0.6 MILES

Data Source: ODOT and Metro's Regional Land Information System. Map produced May 2016. Crash data is from 2013 and 2014.

alta PLANNING + DESIGN

Marne Duke
Senior Public Affairs Specialist
Metro

Regional Travel Options campaign partnership

- Campaign started by ODOT in late 2015.
- Created by the Region 1 Bike & Ped working group in 2015.
- Given to partners to use and expand upon.
- Collaborative Marketing Group opportunity

Metro campaign

- Metro social media – Facebook, YouTube
- Community outreach in select communities
  - 82nd Ave. & Division
  - Division & 148th
  - Baseline and 10th Ave.
- KGW and online ad buy
- Work with CMG to use campaign

This summer and fall…

- Bonus - local and national press
- Media event in late August with PBOT, PBB and ODOT
- Safety items for SRTS programs

Getting there

equitably

2018 RTP - Transportation Equity Work Group Updates

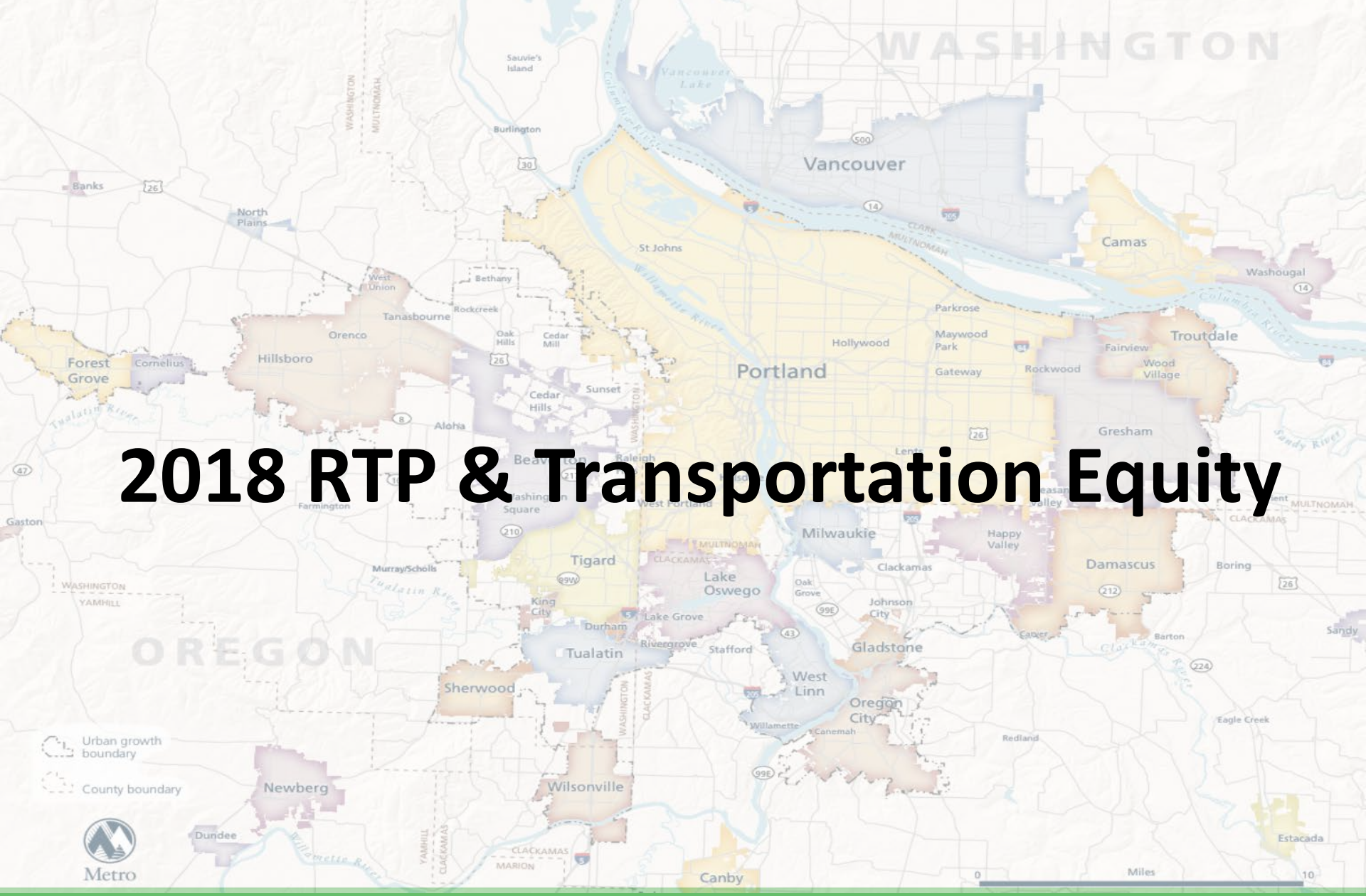
Transportation Policy Alternatives Committee

July 29, 2016

Grace Cho, Transportation Equity Project Manager

Presentation Overview

- ❑ 2018 RTP & Transportation Equity
- ❑ Identifying Community Priorities
- ❑ Determining Transportation Equity Measures
- ❑ Tinkering with Measures
- ❑ Next Steps
- ❑ Discussion, Questions



2018 RTP & Transportation Equity

2018 RTP Scoping - Identified central themes and issues

- Traffic
- Safety
- Funding
- Maintenance
- Reliability
- Travel options

- Access to opportunity (jobs, education and services)
- Health
- Affordability
- Set clear priorities
- Advance consideration of equity and economic impacts

2018 RTP Quick Poll Survey, 2015.

Main Tasks of Transportation Equity Work

- Identify the transportation priorities/desired outcomes of historically underrepresented communities as well as older adults and young people;

- Define system evaluation methods addressing these different transportation priorities;

- Conduct an analysis of the 2018 RTP investment program; and

- Recommend policy refinements and/or implementation considerations to align 2018 RTP investment program to transportation priorities of historically underrepresented communities

Identifying Community Priorities

Three Major Sources of Information

Public Comment Retrospectives

From 2014 through 2015

Transportation and Equity Questionnaire

Early 2016

Transportation Equity Work Group Exercise

Early 2016

How Did We Use This Information?

Public Comment Retrospectives

Transportation and Equity Questionnaire

Transportation Equity Work Group Exercise

MAJOR THEMES

What Was Heard = Major Themes = Findings (by theme)

Access to places

Disproportionate environmental and health impacts

Transportation Safety

Public Health

Shared prosperity

Community Stabilization

Infrastructure

Accessibility

Security

Community health and stability

Travel time and reliability

Enforcement

Travel options

Community as an actor for transportation success

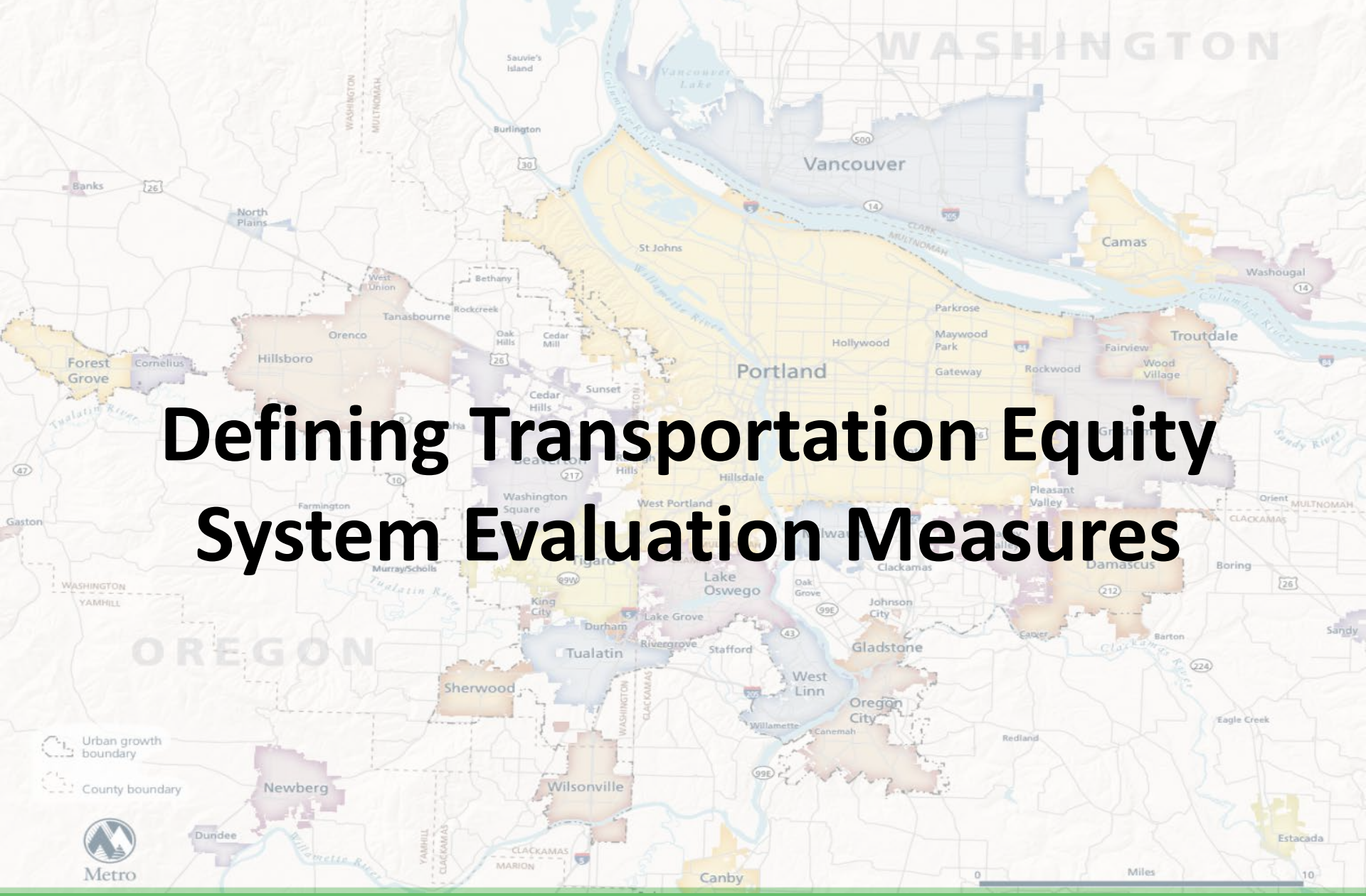
Community Input & Acknowledgement

Major Social Policies

Housing and transportation costs

Transportation costs

Affordability



Defining Transportation Equity System Evaluation Measures

From Findings to Evaluation Measures

Findings

Potential Evaluation Measures

Process

Communications and Messaging

Other

Potential System Measures (for further research)

Theme	*Sub-Themes*			
Affordability	Housing and transportation costs		Transportation costs	
Accessibility	Access to places	Infrastructure	Travel options	Travel time and reliability
Transportation Safety	Infrastructure		Infrastructure disparities	
Public Health	Disproportionate environmental and health impacts			
Transit*	Transit costs	Transit access	Transit reliability	
Community Stabilization**	Involuntary Displacement		Mitigation	

*Transit was not a specific theme called out, but it was a prevalent theme throughout each theme.
**Indicates work group added measure for further exploration.

Research Results

- Over 120 system evaluation and monitoring measures
  - Variation on approximately 20 system evaluation and monitoring measures
- Screened for system evaluation measures only

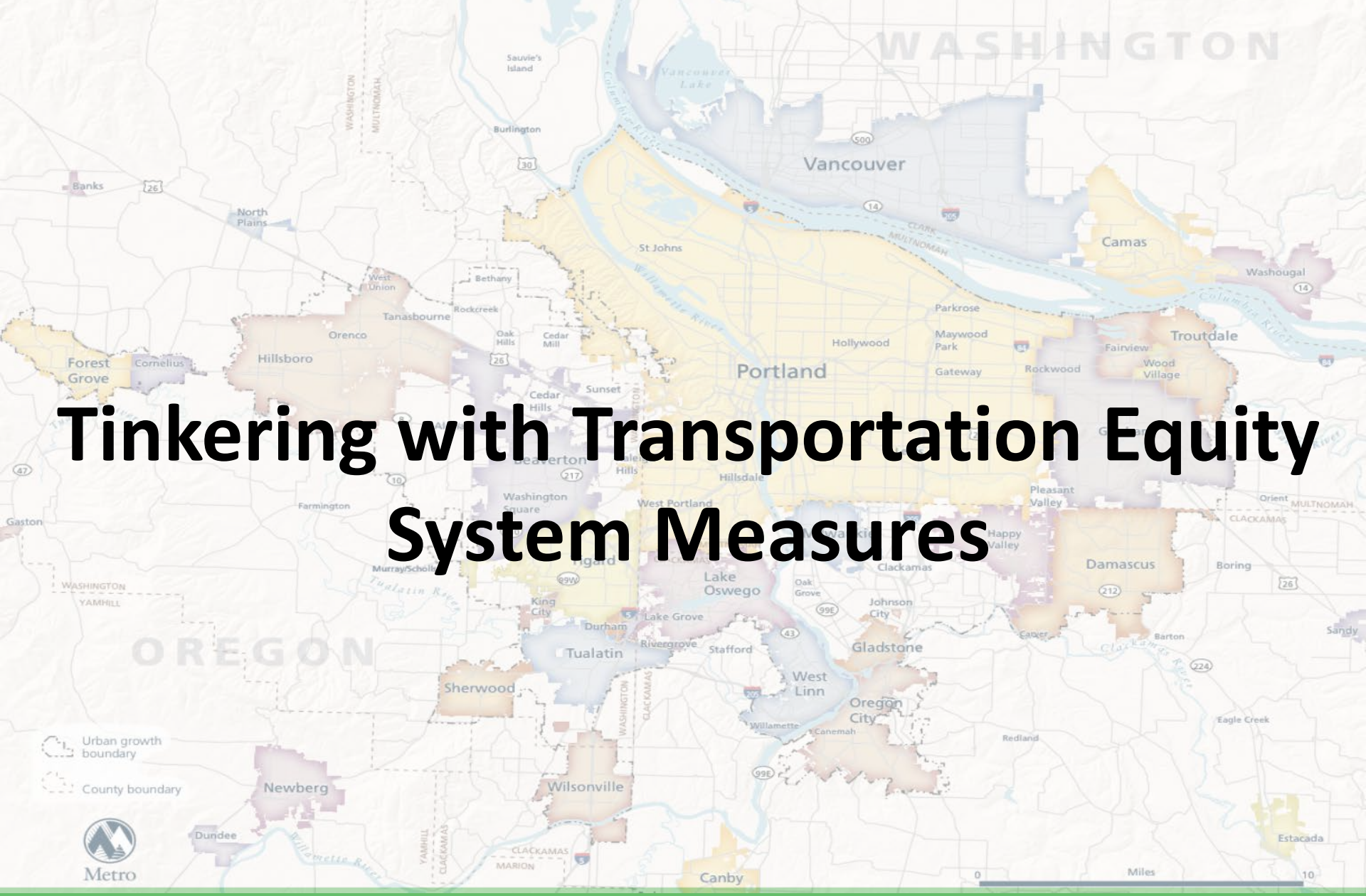
Screening Process (again)

- Four screening questions:
  - Can it tell us something from an equity perspective?
  - Can it inform the 2018 RTP performance targets or system evaluation?
  - Does it align and inform other 2018 RTP focus areas?
  - Can we pull it off in the timeframe?

Recommended Evaluation Measures

Community Priority	System Evaluation Measure
Affordability	Combined Housing and Transportation Expenditure
Accessibility – Access to Places*	Access to Jobs in a Given Commute Time
	Access to Existing Essential Destinations OR Existing Daily Needs in a Given Travel Time
	Transit Access Disadvantage
Accessibility – Infrastructures*	Intersection of Transportation Investments, Timing, and Communities
Transportation Safety – Infrastructure*	Safety Investments on the High Injury Network
Transportation Safety – Exposure*	Non-Interstate Vehicles Miles Traveled Exposure

* Indicates the system evaluation measure is being developed in coordination with other RTP work groups



Tinkering with Transportation Equity System Measures

Pending Evaluation Measures

Community Priority	System Evaluation Measure
Air Quality	Vehicles Miles Traveled/Emissions Exposure
Environmental Impacts	Intersection of Transportation Investments, Resource Habitats and Communities
Transportation and Health Disparities	Assessing Directional Change
Environmental and Health Impacts	Assessing the Magnitude of Transportation Impact to Public Health (Burden of Disease and Premature Death)

Multnomah County Health Department

Metro

Plenty Still To Do

Key Assumptions

Assumption Area	Brief Description
Analysis Years	Base Year – 2015 Interim Year – 2025 (Proposed) Horizon Year – 2040
Land Use	Adopted land use, population, and employment forecast (2016)
Key community geographies	Define places with greatest concentration of historically underrepresented communities, older adults, and youth; this may get separated by forecasting ability
Communities of Color and LEP communities	Communities of color and LEP populations will be evaluated mainly for the base year conditions and the interim year projected conditions.

In Need of Resolution

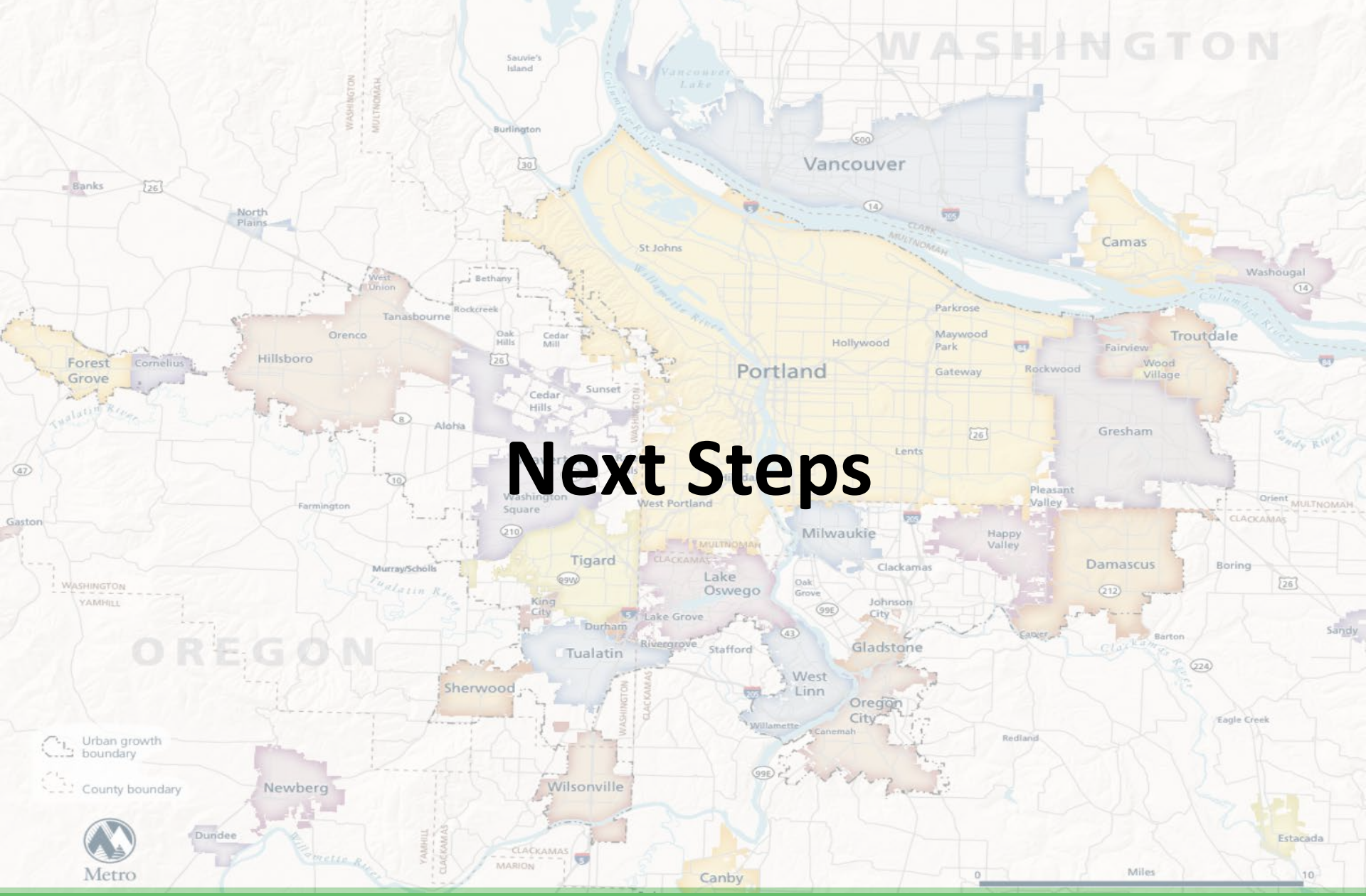
- Pending partnerships
- Define family wage jobs
- Define transit service for access measure
- Define essential destinations & daily needs

For Future Conversations

Theme	*Sub-Themes*			
Affordability	Housing and transportation costs		Transportation costs	
Accessibility	Access to places	Infrastructure	Travel options	Travel time and reliability
Transportation Safety	Infrastructure		Infrastructure disparities	
Public Health	Disproportionate environmental and health impacts			
Transit*	Transit costs	Transit access	Transit reliability	
Community Stabilization**	Involuntary Displacement		Mitigation	

Red indicates the topic is better served as a monitoring measures or policy refinement.

*Transit was not a specific theme called out, but it was a prevalent theme throughout each theme.
**Indicates work group added measure for further exploration.


WASHINGTON
OREGON
Vancouver
Portland
Camas
Washougal
Troutdale
Gresham
Milwaukie
Damascus
Happy Valley
Pleasant Valley
Lake Oswego
Tigard
Tualatin
Sherwood
West Linn
Oregon City
Gladstone
Wilsonville
Newberg
Hillsboro
Forest Grove
Cornelius
Banks
North Plains
Sauvie's Island
Burlington
St Johns
Parkrose
Hollywood
Maywood Park
Rockwood
Fairview
Wood Village
Gateway
Lents
Sunset
Cedar Hills
Aloha
Orenco
Tanasbourne
Bethany
West Union
Rockcreek
Oak Hills
Cedar Mill
Washington Square
West Portland
Farmington
Murray/Scholls
King City
Durham
Lake Grove
Rivergrove
Stafford
Johnson City
Oak Grove
Clackamas
Boring
Barton
Carver
Sandy
Orient
Eagle Creek
Redland
Estacada
Canby
Dundee
Willamette
Canemah
Urban growth boundary
County boundary
Metro
0
10
Miles

Next Steps

Transportation Equity Timeline

2018 RTP/2018-21 MTIP | TRANSPORTATION EQUITY ANALYSIS WORK PLAN

Getting there equitably

Next Steps

- **August** – Work session on methodology for the system evaluation measures

- **September (Work Group)** – Draft defined evaluation methods and recommendations for performance measures work group

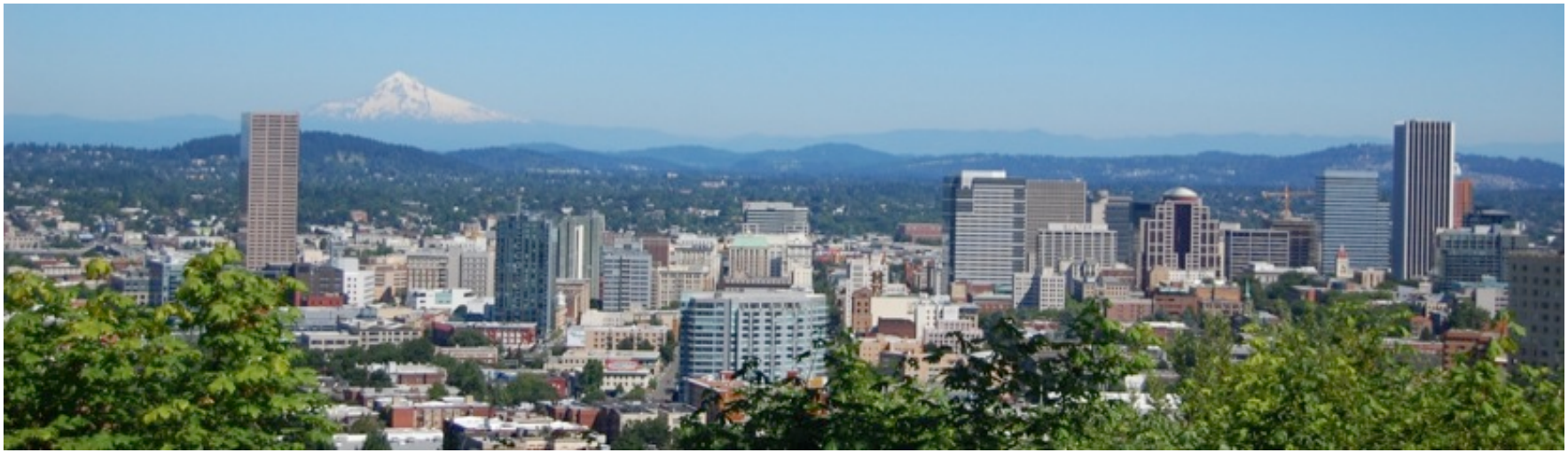
- **September or October (TPAC)** – Draft defined evaluation methods and recommendations

Discussion and Questions

Discussion Questions

- Are the staff recommendations on the right track?
- Any concerns?
- Comments or suggestions for the work moving forward?

MAP-21 and FAST Act Rulemaking--Action



Tyler Frisbee
Policy Development Manager
Kim Ellis
Principal Regional Planner
Chris Myers
Principal Regional Planner
July 29, 2016

Purpose of today

- Follow up on rulemaking update from last TPAC

Action requested

- Feedback on proposed System Performance letter
- Recommendation on whether or not to move System Performance letter forward to JPACT
- Feedback on proposed MPO Planning letter
- Recommendation on whether or not to move MPO Planning letter forward to JPACT

Current Rulemaking Processes

	System Performance Rulemaking	MPO Planning Rulemaking	National Freight Network Rule
Draft Rule Snapshot	***Extensive new rule that would require state DOTs and MPOs to measure and track highway performance through a variety of speed-based measures***	***Significant new rule that would require adjacent MPOs to merge and adopt a single RTP, MTIP and UPWP, including in bi-state regions like the Portland-Vancouver metropolitan area***	***Technical rule that attempts to define a national freight network, largely based on adopted state and regional transportation plans***
Policy Review	**JPACT and Council review and comment**	**JPACT and Council Review & Comment**	*No JPACT or Council policy review recommended*
Pros	• Outcome-based, performance oriented planning • Reliability is included • Strong measurements of excessive delay for trucks (should also be applied to vehicles) • Asks for feedback on greenhouse gas emissions, accessibility, and throughput	• Raises consciousness of MPOs at federal level • Much of the work Metro is already doing	• Important framework for identifying freight priorities and potential funding
Cons	• Only measures Interstate system • Only measures vehicle trips, not transit, biking, or walking • Congestion measures are overly focused on vehicle speed, rather than identifying bottlenecks, corridor concerns, etc.	• Bi-state MPO consolidation poses significant procedural, legislative, and practical concerns	• Need to make sure national map accurately reflects 2014 Regional Freight Plan
Technical Review	**MPO Staff Review & Comment** *Technical comments would be presented to TPAC and provided to JPACT and the Council as informational materials*	*No technical review required*	**MPO Staff Review & Comment** *Technical comments would be presented to TPAC and provided to JPACT and the Council as informational materials*

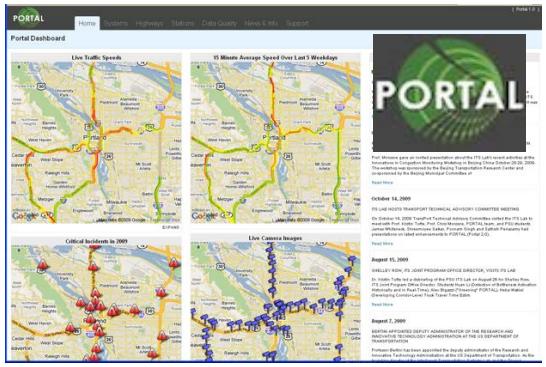
Why National Performance Measures?

- Improves planning & investment decision-making
- Optimizes investment of limited public funds
- Communicates investment returns
- Provides opportunity for comparison of states and regions

System Performance Rules

- MAP 21 directs FHWA to focus on:
  - Congestion Reduction
  - System Reliability
  - Freight Movement and Economic Vitality
  - Environmental Sustainability
- Proposed Rules
  - Seven measures of vehicle speed and delay
  - One measure of reliability
  - Focuses on NHS system, not system overall

Final rule will impact Oregon and region



Housed and managed at Portland State University

http://portal.its.pdx.edu

- Measures likely to be incorporated into future federal grant and formula funding decisions
- Measures that align with region's goals, better position region for state and federal funding
- New data collection, management and coordination needed between Metro, ODOT, TriMet, TREC, SMART, RTC, and WSDOT

Big Picture

- Strongly support move toward data-driven, outcomes-based performance metrics, and focus on reliability
- Measures are not comprehensive enough
- Focusing solely on vehicles and speed may lead to only vehicle-oriented solutions that may lead to unintended consequences
- Rule needs refinement to better support adopted regional policies and improve outcomes

* http://www.wsdot.wa.gov/planning/CongestionCriteria

Addresses things we care about

- Travel time reliability for people and freight trucks
- Excessive congestion (but concerns about measurement)
- Air quality *(but only CMAQ funded projects)*
- Seeks feedback on:
  - ❑ Inclusion of greenhouse gas emissions
  - ❑ Inclusion of more comprehensive measures of people movement

Falls short on things we care about

Relies on measuring vehicle speed and delay six different ways, ignoring:

- People
- Place-making role of transportation
- Access to jobs, education and other essential destinations
- Title VI, social equity and environmental justice
- Contribution of transit, biking and walking

Sole focus on Interstate System, not National Highway System

Measurement decisions lead to disproportional outcomes

Next Steps

- Collect feedback
- TPAC action today
- August JPACT action (by email)
- Metro Council action
- Ongoing
    - congressional letters
    - national-level advocacy engagement

MPO Planning Rule

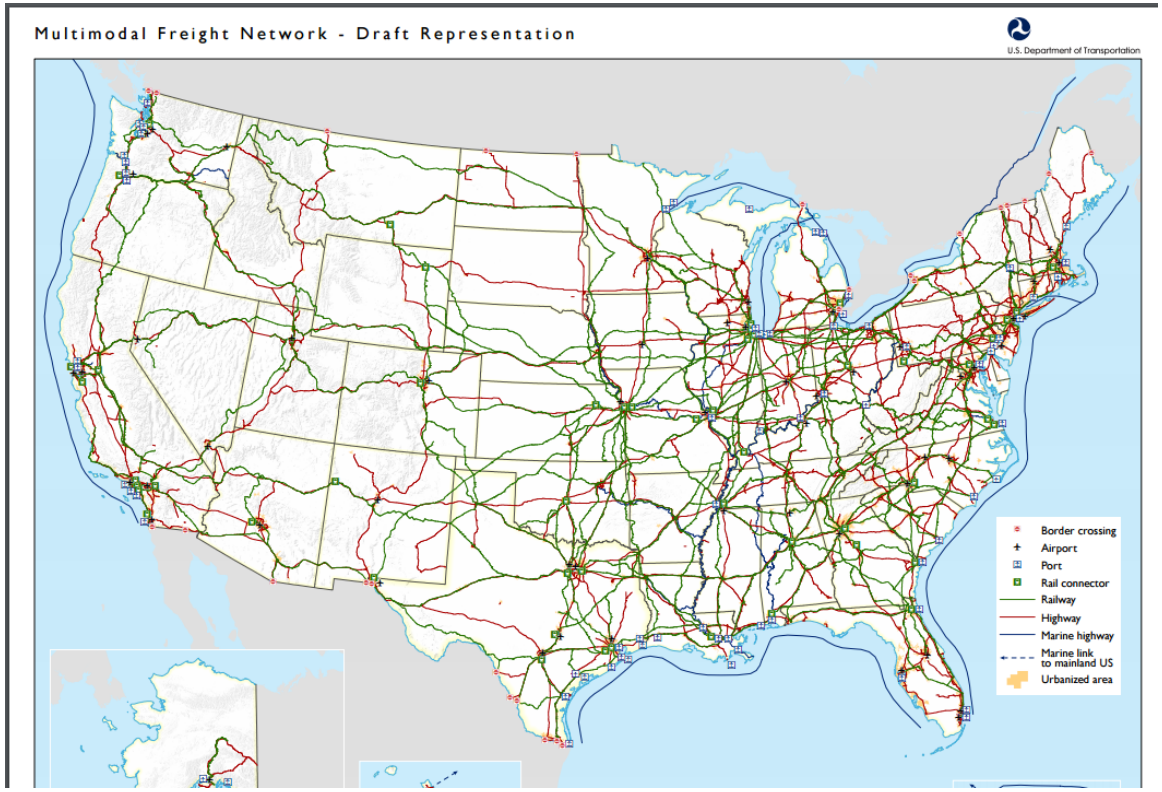
•Authorized under MAP-21
• Focused on providing clarity to role, purpose, and expectations for MPOs
• Particularly critical as federal level legislation recognizes role of MPOs more comprehensively
• Major Concern: requires consolidation of bi-state urbanized areas into one MPO

Next Steps

- Collect feedback
- TPAC action today
- Coordination with Clark County RTP
- August JPACT action (by email)
- Metro Council action
- Engagement with congressional delegation and other MPOs in a similar position

National Freight Network Plan Rule

• Technical rule that attempts to define a national freight network, largely based on adopted state and regional transportation plans



Next Steps

- Metro staff working with stakeholders to prepare technical comments
- Initial findings suggest focus on including Rivergate Boulevard, shortline railroads, Willamette River as a waterway past Swann Island, and ensuring strong focus on intermodal connectors
- Ongoing feedback
- Metro staff will submit

Summary: Rules and Next Steps

- System Performance
  - TPAC action today
  - Provide feedback
  - JPACT action in August
  - Council action in August
- MPO Planning
  - TPACT action today
  - Provide feedback
  - JPACT action in August
  - Council action in August
- National Freight Network
  - Provide feedback